



Janet Napolitano  
Governor

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Director

## Arizona Department of Transportation Public Transportation Division

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Jim Dickey  
Division Director

December 27, 2005

The Honorable Governor Napolitano  
Governor of Arizona  
1700 West Washington, 9<sup>th</sup> Floor  
Phoenix, Arizona 85007

Dear Governor Napolitano:

On behalf of the Arizona Rides Council, I am pleased to submit the initial Action Plan required by Executive Order 2005-16. I have also included the final report from the Arizona Rides Statewide Assessment and a report on the Pinal Rides Coordination Demonstration Project. The Action Plan and accompanying study represent an excellent beginning to what will be a multi-year process of partnerships developed to enhance transportation coordination in Arizona.

The Statewide Assessment project was funded by a grant from the Federal Transit Administration (FTA), as part of its assistance to states to implement United We Ride initiative based on the Presidential Executive Order issued in February 2004. The Statewide Assessment report represents the completion the first phase to develop a statewide network of coordinated transportation systems. For this reason, the term "initial" is used to describe the Action Plan as a first-step in a process to move forward.

The Action Plan outlines recommended roles and responsibilities for state agencies and local planning organizations over four different focus areas:

- Information & Awareness;
- Identify Barriers and Opportunities;
- Building Capacity for Coordination;
- Coordination Plans.

The Pinal Rides Coordination Demonstration project is also funded through an FTA grant; it focuses on developing an implementation plan which may be used as a future model for Arizona Rides programs.



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ADOT recently applied to the FTA for a second Implementation Grant, which will be focused at the regional level. As additional assistance to MPOs' and COGs' coordination efforts, ADOT has also applied to the FTA to be one of seven states authorized in the recent SAFETEA-LU legislation to pilot the use of Section 5310 Elderly and Disabled Program transportation funds for operating support.

The Arizona Rides initiative over the past eighteen months has made significant steps toward coordination. If you have any question or if I can be of further assistance, please do not hesitate to contact me.

Sincerely,



Jim Dickey  
Chair, Arizona Rides Executive Council

Enclosures

cc. Victor Mendez, ADOT  
Arizona Rides Council  
Bryna Helfer, FTA  
Leslie Rogers, FTA  
Paul Page, FTA



2001 Award Recipient



**ARIZONA RIDES**  
**STATEWIDE ASSESSMENT OF**  
**HUMAN SERVICES TRANSPORTATION**

***FINAL REPORT***

**December 30, 2005**



ARIZONA RIDES  
STATEWIDE ASSESSMENT OF HUMAN SERVICES TRANSPORTATION

**FINAL REPORT**

Produced by:



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Boston, MA 02109  
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With



On behalf of the Arizona Rides Council

This document was produced through task order AD040501-A5-1 of the Governor's Statewide Revenue Maximization Initiative program, and funded through a grant to the Arizona Department of Transportation from the Federal Transit Administration (FTA) for the *United We Ride* program.

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## EXECUTIVE SUMMARY

The Arizona Rides Council is pleased to present this Final Report for the “*Arizona Rides*” *Statewide Assessment Project* administered by the Arizona Department of Transportation (ADOT) through a grant from the Federal Transit Administration (FTA). The report provides this partnership of State departments, regional planning agencies, and private-sector partners with key information on the barriers and opportunities for coordination, as well as an action plan for future coordination efforts throughout the State of Arizona. This report describes the first steps of what portends to be a longer-term process and commitment on the part of the State’s departments and other partners toward improved coordination of human services transportation in Arizona.

### *Background and Purpose*

“Personal mobility is a crucial tool required for people to enjoy many significant aspects of their lives. A growing number of transportation-disadvantaged people in the United States—those with an age-related condition, disability, or who are poor—are imperiled by immobility because they cannot access the most common mode of transportation—a car. This has created a need for specialized transportation services, in part, as a consequence of the societal shift from caring for those with disabilities and age-related conditions in institutions to individualized care in communities. To address these needs, many federal, state and local agencies provide, administer or support a wide variety of human service transportation programs. These programs serve rural and urban communities, indigent populations, veterans, people with disabilities, seniors and Medicaid recipients.”<sup>1</sup>

Coordinating human services transportation is a concept that has been proposed numerous times since the 1970s as many lawmakers, planners, and providers of these services voiced the need to coordinate special transit programs to save money and improve service. However, with each effort came the realization that the current human services environment presented significant barriers due to the stove-piped nature of funding and patchwork nature of numerous organizations providing services to a categorized client base. Other barriers such as “turfism,” inadequate resources, insurance requirements, and lack of executive leadership in critical sectors all have contributed to the failure of coordinated efforts.

However, with the establishment of Presidential Executive Order #13330, termed “United We Ride” (UWR) by President Bush in 2004, a new and serious effort has been made to improve human services transportation coordination and improve coordination with existing public transit services. This Executive Order was the culmination of several years of work at the federal, state and local levels nationwide to develop a concept to improve coordination of human services transportation, both between human service programs and with public transit services.

Through this renewed emphasis on coordinating transportation, a UWR “Framework for Action” was drafted by the Interagency Transportation Coordinating Council on Access and Mobility (CCAM), a coalition of the US Departments of Transportation, Health & Human Services, Education, Agriculture, Labor and other federal agencies. This provided the foundation for state and local government to develop their own action plans for coordination among and between departments and regional and local agencies.

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<sup>1</sup> Sundeen, M., Reed, J., Savage, M. Coordinated Human Service Transportation, State Legislative Approaches. National Conference of State Legislatures. January 2005. Page IX.



During the course of planning for United We Ride, CCAM discovered that 62 federal programs provide some form of funding assistance for state, regional and local transportation for human services, with the DOT and more specifically Federal Transit Administration (FTA) managing only a few of these programs. With this surprising revelation, a variety of recommendations ensued that formed the foundation for UWR. A premise was developed, that by reducing redundancy and other inefficiencies in federally-funded human services and public transportation programs, the end-use customer would benefit by enjoying improved (time, cost, convenience) transportation services.

**The “Arizona Rides” Statewide Assessment of Human Service Transportation Project**, established through task order AD040501-A5-1 of the Governor’s Statewide Revenue Maximization Initiative program, is part of the Federal *United We Ride (UWR)* initiative that is leading, at the national level, the development of strategies for improved coordination of human service transportation funded with federal transportation dollars. The Statewide Assessment portion of the Arizona Rides effort is being funded through a UWR-specific grant from the Federal Transit Administration (FTA), the lead implementation agency for UWR at the federal level, and additional Arizona Department of Transportation (ADOT) federal transit grant funds. ADOT, in partnership with the Governor’s Office, Department of Economic Security (DES), Arizona Health Care Cost Containment System (AHCCCS), Department of Health Services (DHS), Regional Planning organizations (COGs & MPOs), and other members of the Arizona Rides Working Group are sponsors of the Arizona Rides project, which is the State’s response to the UWR Executive Order. The issuance of the Governor’s Arizona Rides Executive Order 2005-16 on July 6, 2005, further served to highlight the strong level of commitment by the Governor’s Office and its State departments to this important endeavor. Henceforth, the Arizona Rides Council, formed by the Executive Order, will serve to champion the involvement of State and regional offices regarding larger Arizona Rides issues. As appropriate, the Council will also provide specific guidance to the Working Group on broad-ranging Action Plan issues and implementation strategies.

The goal of the statewide assessment was to develop a preliminary understanding of the human services transportation environment in order to make recommendations to:

- Achieve levels of coordination between and among human services agencies receiving federal transportation dollars;
- Increase the efficiency and effectiveness of funds utilized for transportation; and
- Reduce redundancy/overlap of service.

This project worked in conjunction with a pilot coordination project among transportation providers in the Pinal County area in Central Arizona.

The *Statewide Assessment of Human Services Transportation* had three major phases:

- Phase 1 – Information Gathering. This phase involved developing survey tools for distribution to various human services transportation stakeholders in Arizona that provided valuable information on the current human services transportation system. Follow-up interviews with State agency stakeholders were conducted to understand agencies’ role in contracting and providing transportation services. Likewise, this project focused on developing an “inventory” of human service transportation resources.

- Phase 2 – Statewide Public Forums. This phase involved conducting focus groups in seven locations throughout the State of Arizona. The purpose of these focus groups was to meet with critical local stakeholders of human services transportation and introduce the concepts of human services transportation coordination. The forums solicited input and knowledge of the current local systems, as well as ideas to help further coordination efforts. Additionally, a follow-up survey was distributed to gauge further the levels of importance the overriding themes that were brought forward in the forum discussions.
- Phase 3 – Final Report. This final phase of this project compiles the information gathered from the surveys, follow-up discussions, and the public forums from which findings and an action plan for future coordination efforts will be discussed. This final report is user friendly and serves as a useful information resource for future coordination efforts. Furthermore, this final report includes a Microsoft Access database of the stakeholder contact information and results obtained from the surveys and from other sources of data.

### ***Findings***

Through the information gathering and public forum phases of the project, some common themes emerged regarding the barriers and opportunities for human services transportation coordination. Below is a summary of the findings uncovered during this assessment:

#### **Funding:**

- The instability of state Local Transportation Assistance Fund (LTAF) II and lack of other funding for transportation services is a major reason local governments hesitate to invest in public transit services.
- Communities struggle to obtain on-going matching funds for operating services. For example, it has been reported that there may be a shortage of funds to pay drivers or provide mileage reimbursement for critical client transportation needs.
- There are constraints on operating funds that limit a community's ability to meet transportation needs.
- Human service dollars are distributed by the Legislature by categorical program and there is not necessarily coordination of federal and state funds.

#### **Services:**

- In each region of the state, there are unmet human services transportation needs as well as a lack of public transit services. This is most pronounced in rural areas and other small communities.
- Jurisdictional boundaries and service areas contribute to unmet service needs and potential duplication of services in adjacent areas.
- There is awareness of the importance of building transportation service capacity because of an aging population.



### **Insurance:**

- The cost of insuring vehicles and drivers for human services transportation is a major problem.
- The cost for volunteer drivers to purchase insurance for carrying passengers is a barrier to providing additional transportation services.
- Insurance rules often discourage or prevent sharing of vehicles between different providers.

### **State Human Service Agencies' Role:**

- DES is a major player in purchasing and providing transportation services. Over \$15M annually is expended on human services transportation.
- In FY 2003 AHCCCS provided non-emergency transportation services at an estimated value of \$43 million. This estimate includes both federal and state funding for these services through the Medicaid program. AHCCCS is presently evaluating whether an alternate service model could yield lower cost services more efficiently. The analysis is complicated by the difference between what managed care plans actually pay for these services through their negotiated contracts versus the value of the services. Potential administrative barriers may be perceived in the requirements for provider registration, individual health plan contracting and billing for services.
- While ADOT can often obtain the necessary federal funding for vehicles in the Section 5310 and 5311 programs to support a certain level of service, even successful applicants struggle to meet the matching requirements and secure sufficient operating funds.
- There is diversity across the state in the level of support that local governments provide for both public transit and to assist in matching human service program transportation funds. Some local governments provide solid support while others fund only minimal amounts.
- DHS provides transportation services as part of a capitated payment rate, similar to AHCCCS, to a Regional Behavioral Health Authority (RBHA).

### **Information & Working Together:**

- There is difficulty within many regions in finding out what human services transportation resources are available in the community. Most regions reported that many human service program staff lacked knowledge about transportation options in the region.
- Many regions, or parts or regions, already have a good level of established working relationships between private non-profit and for-profit agencies, volunteer organizations, and transportation providers in the community.
- Transportation coordination is not yet a priority with many local elected officials.

These findings suggest that basic information and awareness activities will be an important first step in improving coordination. This will involve getting information out and providing training. Also, there are fundamental issues that bear addressing as the State examines how to coordinate services to leverage the available resources and improve mobility for the State's residents. The Action Plan identifies the issue areas, and recommends activities and lead roles to assist the State is addressing both the pragmatic and policy aspects of improving coordination of transportation services.

### ***Action Plan for Future Coordination Efforts***

An Action Plan for Coordination has been developed based on activities carried out for this phase of the Arizona Rides project. This includes survey information, an assessment of the structure for the delivery of services, and the regional forums. The Action Plan does two things:

- It identifies a state and local framework for coordination, based on Arizona's infrastructure for delivering human service transportation.
- It starts with activities geared to building awareness and understanding at both the State and local levels, exploring the issues that presently make coordination difficult.

This following chart summarizes actions and the framework recommended for the State and local levels to achieve coordination goals in four areas of activity:

1. Develop Information & Awareness;
2. Identify Barriers & Opportunities;
3. Building Capacity for Coordination; and
4. Develop Coordination Plans.

### Arizona Rides Action Plan Summary

Topic	Arizona Rides ADOT Lead*	Arizona Rides DES/AHCCCS/DHS Lead*	Arizona Rides MPO / COG Activity
Information and Awareness	Develop Statewide strategy and message	Develop specific strategy for human service transportation coordination, addressing needs of field offices, contractors and consumers.	Distribute materials at local and regional levels
	Develop materials	Identify key liaisons to assist in information gathering and dissemination activities.	Compile and share information on local programs and services throughout region.
	Implement "Information and Awareness" campaign at state agency and regional level.	Develop presentation materials for human service management team and field office staff.	Review website and provide updated information as appropriate.
	Strengthen Arizona Rides website, reflecting Council activities and resources.	Develop "toolkit" of materials for Case Management staff who arrange client transportation.	
		Compile and share information on transportation services and needs with AZ Rides.	
Identify Barriers and Opportunities	Assess the following coordination issues and explore opportunities for addressing: - Reporting and invoicing; - Matching fund issues; - Insurance; - Opportunities for brokerages or other models Identify a plan for addressing each issue area that may include research, departmental action, legislative action, or pilot projects	Assess internal procedures and regulatory barriers that create coordination barriers: - Client eligibility constraints - Necessary changes to human service cost allocation plan to accommodate resource sharing - Examining opportunities to reorganize how transportation services are provided through a brokerage model or a separate division of transportation.	Solicit local and regional examples of barriers to identify breadth of problem, sharing this information with Arizona Rides.
	Review departmental regulations and practices to identify opportunities for coordination and barriers to coordination	Refine analysis of how transportation services are provided to human service clients to consider the question, "What benefits would be obtained if these resources were pooled in locally coordinated systems?"	Report policy or regulatory issues to AZ Rides Council
	Revise contracting or grant-making procedures as appropriate to support coordination.	Assess the following coordination issues and explore opportunities for addressing: - Procurement practices, including "bundling" of transportation with delivery of human services - Development of cost allocation model and payment procedures Assess the impact of proposed changes on budget, staffing, and organizational structure.	Regional councils review and respond to AZ Rides proposals on addressing barriers.
Building Capacity for Coordination	Prepare a toolkit of information for MPOs and COGs	Establish human service coordinating group comprised of representatives of each of DES division, DHS, AHCCCS	Establish regional coordinating councils, with local subgroups as appropriate
	Identify spokesperson and point of contact for each major human service agency or transportation program. - Prepare brief program information to include in toolkit and share at regional / local levels - Responsible for internal staff training, throughout state and in field offices - Is available to respond to inquiries from regions	Identify the role of staff in field offices and direct participation in regional coordinating councils.  Review and catalog current service contracts where transportation is a component of services	Over the course of a year, address the following topics, with materials provided through Arizona Rides: - Provide information on transportation components of each major transportation program - Assess regional coordination status using Framework for Action or similar tool - Continuum of coordination activities: which have potential in our area? - Cost Allocation: what is the full cost of transportation and how is this funded in AZ today? - Establishing a formal council (Bylaws, MOUs)
	Determine appropriate participation at local and regional coordinating councils for departmental programs	Develop revised Cost Allocation Methodologies	Submit agendas and minutes of coordinating council meetings to AZ Rides
	Develop training programs used at departmental training activities and conferences, with assistance of DES, DHS, AHCCCS, and Corrections staff	Develop revised policies and procedures	
Coordination Plans	Identify expectations for regional plans, providing a template for regional committees	Develop necessary implementation plans and timeline, sharing with AZ Rides and providing information at local level.	Document: - Providers and services - Structure selected for coordinating human service and public transportation services - Approach region will take to coordination; - Types of coordination activities region chooses to pursue - Action plan

\* ADOT will coordinate activities for Arizona Rides, working closely with the DES/AHCCCS/DHS group.

## I. INTRODUCTION

The “*Arizona Rides*” *Statewide Assessment of Human Service Transportation Project*, established through task order AD040501-A5-1 of the Governor’s Statewide Revenue Maximization Initiative program, is part of the Federal *United We Ride (UWR)* initiative that is leading, at the national level, the development of strategies for improved coordination of human service transportation funded with federal transportation dollars. The Statewide Assessment portion of the Arizona Rides effort is being funded through a UWR-specific grant from the Federal Transit Administration (FTA), the lead implementation agency for UWR at the federal level, and additional Arizona Department of Transportation (ADOT) federal transit grant funds. ADOT, in partnership with the Governor’s Office, Department of Economic Security (DES), Arizona Health Care Cost Containment System (AHCCCS), Department of Health Services (DHS), Regional Planning Organizations (COGs & MPOs), and other members of the Arizona Rides coalition are sponsors of the Arizona Rides project, which is the State’s response to the UWR Executive Order. The issuance of the Governor’s Arizona Rides Executive Order 2005-16 on July 6, 2005, further served to highlight the strong level of commitment by the Governor’s Office, State departments and external partners to this important endeavor. Henceforth, the Arizona Rides Council, formed by the Executive Order, will serve to champion the involvement of State and regional offices regarding larger Arizona Rides issues. As appropriate, the Council will also provide specific guidance to the Working Group, formed at the Governor’s request prior to the Executive Order and Council, on broad-ranging Action Plan issues and implementation strategies.

The goal of the statewide assessment was to develop a preliminary understanding of the human services transportation environment in order to make recommendations to:

- Achieve levels of coordination between and among human services agencies receiving federal transportation dollars;
- Increase the efficiency and effectiveness of funds utilized for transportation; and
- Reduce redundancy/overlap of service.

This project worked in conjunction with a pilot coordination project among transportation providers in the Pinal County area in Central Arizona.

## **II. ARIZONA RIDES BACKGROUND**

In February 2004, President Bush issued an Executive Order #13330, termed “United We Ride” (UWR), which was the culmination of several years of work at the federal and other government levels nationwide to develop a concept to improve coordination in human services transportation. A UWR “Framework for Action” was drafted by the Interagency Transportation Coordinating Council on Access and Mobility (CCAM), a coalition of the US Departments of Transportation, Health & Human Services, Education, Agriculture, Labor and others. This provided the foundation for state and local government to develop their own action plans for coordination among and between departments and regional and local agencies.

During the course of planning for United We Ride, CCAM discovered that 62 federal programs provide some form of funding assistance for state, regional and local transportation for human services, with the DOT and more specifically Federal Transit Administration (FTA) being only a few of these. With this surprising revelation, a variety of recommendations ensued that formed the foundation for UWR. A premise was developed, that by reducing redundancy and other inefficiencies in federally-funded human services transportation, the end-use customer would benefit by enjoying improved (time, cost, convenience) transportation services.

Soon after the issuance of the President’s UWR Executive Order, Governor Napolitano called for a Working Group to begin to build a framework for Arizona action. In the fall of 2004, the Working Group submitted a grant proposal to the FTA to assist with United We Ride planning, and in January of 2005 the grant was awarded. Public Consulting Group (PCG) was selected to conduct the two primary components for this work: conducting a statewide assessment of funding sources, streams and coordination conditions, and developing an action plan for State agencies, including recommendations for further regional implementation. Lending further commitment to improved coordination in Arizona, on July 6, 2005, the Governor signed her Executive Order 2005-16, formalizing the “Arizona Rides” initiative and instituting the Arizona Rides Council which membership from several State departments.

### ***Arizona Rides Executive Order***

On July 6, 2005, Governor Janet Napolitano issued the “Arizona Rides” Executive Order, as the State’s response to the federal United We Ride initiative, and which follows in its entirety. The Executive Order forms an Arizona Rides Council which will help frame policy effecting State, regional and local actions in the area of human services transportation.

**Executive Order 2005-16**

**Establishing the Arizona Rides Council**

**WHEREAS**, Presidential Executive Order No. 13330, signed on February 24, 2004, established the United We Ride (UWR) initiative and the Interagency Transportation Coordinating Council on Access and Mobility (CCAM); and

**WHEREAS**, the UWR initiative addresses the coordination of 62 federal programs that provide assistance for human services transportation to states, cities, and towns, and other agencies where inefficiencies and service gaps exist; and

**WHEREAS**, Presidential Executive Order No. 13330 also requires federal agencies to improve human service transportation coordination for individuals with disabilities, older adults, and people with lower incomes; and

**WHEREAS**, building on Presidential Executive Order No. 13330 and UWR, Arizona has established an "Arizona Rides" initiative to provide assistance to Arizona local governments and human service agencies in coordinating human services transportation; and

**WHEREAS**, the Federal Transit Administration recently awarded Arizona a grant to assist in the development of a statewide coordination action plan; and

**WHEREAS**, Arizona has a strong commitment to providing public transportation to persons with disabilities, older adults and low-income families and individuals; and

**WHEREAS**, Arizona recognizes that strengthening coordination between state agencies will provide better service delivery to individuals receiving these services, reduce duplication of effort between programs, and create government efficiencies;

**NOW, THEREFORE**, I, Janet Napolitano, Governor of the State of Arizona, by virtue of the authority vested in me by the Constitution and laws of this State, hereby order and direct as follows:

1. There is hereby established an "Arizona Rides" Council (the "Council") to develop a statewide coordination action plan and conduct related activities with respect to the following goals:
  - a. Establishing relationships between state, federal, and local entities to achieve a coordinated approach to human services transportation in Arizona;
  - b. Building knowledge of successful approaches to coordinated human services transportation that can be used to promote increased coordination in Arizona communities;



Executive Order 2005-XX

Date

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- c. Increasing communication and collaboration between state agencies in order to efficiently disseminate federal transportation and human services funds;
  - d. Developing an initial state action plan by December 30, 2005.
2. Members of the Council shall be appointed by, and serve without compensation at the pleasure of, the Governor. The Director of the Arizona Department of Transportation, or his designee, shall chair the Council. In addition, representatives from at least the following entities shall serve on the Council:

Arizona Department of Health Services  
Arizona Department of Economic Security  
Arizona Health Care Cost Containment System  
Arizona Department of Corrections  
Arizona Councils of Governments  
Governor's Office of Highway Safety  
Governor's Office of Intergovernmental Affairs

IN WITNESS WHEREOF, I have hereunto set my hand and caused to be affixed the Great Seal of Arizona.

  
GOVERNOR



Done at the Capitol in Phoenix on this 6<sup>th</sup> day of July in the Year Two Thousand and Five and of the Independence of the United States of America the Two Hundred and Thirtieth.

ATTEST:

  
SECRETARY OF STATE

### ***Federal UWR Activities***

At the federal level, in June 2005, the CCAM chronicled the first year of the United We Ride initiative in its *Report to the President - Human Service Transportation Coordination, Executive Order 13330, 2005*. On August 10, 2005, President Bush signed the reauthorization of federal surface transportation programs –“SAFETEA-LU”—which provides funding through FY 2009. Several key provisions related to human service transportation coordination are included in the bill; among them are the Job Access Reverse Commute Program (JARC), Program for Older Adults and People with Disabilities and the New Freedom Initiative. In addition, the bill includes special projects for technical assistance and related research projects.

### ***United We Ride National Participation***

The Arizona Rides team has been active nationally, participating in forums where United We Ride has been the central theme, starting with involvement in the 2004 federal Interagency Transportation Coordinating Council on Access and Mobility (CCAM)-sponsored meeting held in Washington, D.C. This conference was organized to introduce United We Ride to state and local government stakeholders. Arizona participants included, among others, officials from the Governor’s Office, ADOT Public Transportation Division, the Chair of the Maricopa Association of Governments (MAG) Elderly Mobility Stakeholders Group, and an Area Agency on Aging director.

In the time since the national UWR Executive Order was issued and the first national CCAM/state DOT meeting held, members of the Arizona Rides team participated in a variety of related forums. Arizona Rides representatives took part in a UWR workshop for west coast grantees in October, 2004, sponsored by the FTA and FHWA’s Region 9 offices. ADOT, the Maricopa Association of Governments (MAG), Pinal-Gila Area Agency on Aging, and the Pima Association of Governments (PAG) were among the Arizona Rides team participating in this multiple federal agency-led meeting. Among agencies presenting were the FTA and Federal Highway Administration.

In June 2005, MAG presented material on their nationally-recognized Elderly Mobility and other coordination efforts to a FTA-sponsored meeting on United We Ride.

In July 2005, ADOT PTD management participated in the joint AASHTO-FTA State Programs meeting, at which United We Ride was the prevalent topic in many of the forums, along with new and enhanced programs emanating from the TEA-21 Reauthorization such as the New Freedoms initiative and Job Access and Reverse Commute (JARC). Regarding these programs, there was considerable discussion about known and anticipated inter-linkages with UWR planning and implementation at the federal and state levels.

This month, the Governor will be sending representatives (including members of Arizona’s Congressional delegation) to the invitation-only White House Conference on Aging, at which strong UWR themes are expected to permeate several of the issues facing national policy makers. In November 2004, ADOT Public Transportation management attended a related meeting comprised of top USDOT (Administration, FTA and FHWA) and Congressional staff where one of the aims was to communicate directly to White House organizers that transportation for the elderly should be elevated to a high priority in this year’s Conference agenda. It was not surprising that much of the discussion in this workshop focused on how

aging issues and UWR are seen by human service transportation planners and administrators at all government levels as strongly interlinked.

At the federal level, in June 2005, the CCAM chronicled the first year of the United We Ride initiative in its *Report to the President - Human Service Transportation Coordination, Executive Order 13330, 2005*. [http://www.unitedweride.gov/1\\_866\\_ENG\\_HTML.htm](http://www.unitedweride.gov/1_866_ENG_HTML.htm) This report summarizes the activities and achievements of the Council. Recommendations in key areas include: coordinated transportation planning, vehicle sharing, cost allocation, reporting and evaluation, and a provision for demonstration projects. One result of the Arizona Rides effort will be to prepare the state for the changes that are anticipated to occur at the Federal level over the next few years as these recommendations are implemented.

### **III. PROJECT OVERVIEW**

The *Statewide Assessment of Human Services Transportation* involved three major phases.

- Information Gathering
- Statewide Public Forums
- Final Report

Below is a description of the activities performed to complete each phase of work.

#### ***Phase I – Information Gathering***

This phase involved developing survey tools for distribution to various human services transportation stakeholders in Arizona that provided valuable information on the current human services transportation system. Follow-up interviews with State agency stakeholders were conducted to understand agencies' roles in contracting and providing transportation services. Likewise, this project focused on developing an "inventory" of human service transportation resources.

Because of the assortment of stakeholders involved and the different roles played in the realm of human services transportation funding, planning, and provision of services, Arizona Rides' consultants, PCG, created two separate "baseline" surveys to obtain the most useful information from distinctly different audiences. Additionally, a third "follow-up" survey was created and distributed to attendees of the regional forums, interested parties who could not attend a forum, and other regional stakeholders identified by COG & MPO leaders. The surveys were designed to obtain preliminary information and were not scientifically based.

#### **State Agency Survey:**

The state agency survey targeted State human and social service agency programs. These programs typically utilize transportation as an adjunct to their core services; however, these transportation services indeed are a critical to providing human services. The purpose of the survey was to ascertain the nature, depth, and financing of human service transportation at the state level.

The survey was distributed to State department managerial-level staff from the Department of Economic Security (DES), the Department of Health Services (DHS), and the Arizona Health Care Cost Containment System (AHCCCS). At DES, the specific agency included the Rehabilitation Services Administration (RSA), Division of Children, Youth & Families (DCYF), JOBS Administration (JOBS), Community Services Administration (CSA), and the Division of Developmental Disabilities (DDD). AHCCCS participated through central office staff familiar with transportation services performed through regional health plans (managed care organizations). DHS respondents included staff from Regional Behavior Health Authorities (RBHA).

Because the state agencies typically fund and provide services, the questions were more specific to the "nuts & bolts" of the programs and the transportation component of those services. The categories of questions asked included the following:

- Agency Name

- Program Administration Information
- Annual Expenditures for Transportation (including percentages of local, state and federal funding, and financing information)
- Demographic of Population Served
- Frequency of Services
- Client Eligibility Criteria
- Transportation Utilization Schedule
- Nature of Service Trip
- Purchasing Model
- Payment Type and Level
- Transportation Vendor Information
- Insurance and Maintenance Information
- Current Coordination Efforts

Furthermore, follow-up interviews of many of the survey respondents were conducted in order to understand the programs and services more fully.

Please refer to *Section VI. Statewide Inventory of Human Services Transportation Resources* to view the Microsoft Access database containing the results data. A copy of the survey can be found in *Section VII. Appendix*.

#### **Regional COG, MPO, and AAA Survey:**

The Regional Councils of Government (COGs), Metropolitan Planning Organizations (MPOs), and Area Agencies on Aging (AAAs) Survey targeted the regional planning organizations in order to get a picture of the current regional human services transportation environment.

The survey respondents were transportation planning and program staff from the following organizations:

- Northern Arizona Council of Governments
- Western Arizona Council of Governments
- Maricopa Association of Governments
- Area Agency on Aging, Region One, Inc.
- Pinal-Gila Council for Senior Citizens – Area Agency on Aging, Region V
- Pima Association of Governments
- Pima Council on Aging
- Western Arizona Council of Governments, Area Agency on Aging
- Inter-Tribal Council of Arizona Area Agency on Aging
- Southeastern Arizona Governments Organization, Area Agency on Aging
- Southeastern Arizona Governments Organization
- Flagstaff Metropolitan Planning Organization

- Yuma Private Industry Council, Inc.

The survey questions were targeted to identify the baseline of opportunities and barriers to successful coordination of human services transportation. The categories of questions asked included the following:

- Current Role of COGs, MPOs, and AAAs in Transportation Coordination
- Specific Issues Surrounding Transportation Service Area Boundaries
- Coordination Ideas and Challenges in Each Region
- Regional Interest in Coordinating Transportation
- Specific Identification of Service Gaps
- Specific Identification of Service Duplication or Extra Capacity

Please refer to *Section VI. Statewide Inventory of Human Services Transportation Resources* to view the Microsoft Access database containing the results data. A copy of the survey can be found in *Section VII. Appendix*.

### ***Phase II – Statewide Public Forums***

This phase involved conducting focus groups in seven locations throughout the State of Arizona. The purpose of these focus groups was to meet with critical local stakeholders of human services transportation and introduce the concepts of human services transportation coordination. The forums solicited input and knowledge of the current local systems, as well as ideas to help further coordination efforts. Overall, the forums informed the assessment's overall strategy of providing information & awareness to the human service transportation community and to lay the groundwork on determining the resources, needs, opportunities, and barriers involved at the local level to develop the capacity to coordinate human services transportation effectively.

The seven regional forums were co-sponsored by the regional COG or MPO and took place in the following locations:

- SEAGO, 10/24/05, Sierra Vista
- PAG, 10/25/05, Tucson
- CAAG, 10/26/05, Globe
- NACOG/FMPO, 10/31/05, Flagstaff
- WACOG, 11/1/05, Kingman
- CYMPO, 11/2/05, Prescott
- YMPO, 11/4/05, Yuma

Please note that the Maricopa Association of Governments (MAG) region will be holding its own stakeholders' meetings as a part of separately conducted region-wide coordination study starting in 2006.

A broad range of stakeholders attended the forums including: elder services, AAAs, developmental disability services, mental health services, transit providers, state DES agency staff, neighborhood organizations, Indian Tribes, and local elected officials.

As discussed in the Findings section of this report, several issues became evident in many of the regional forums. Below are some examples:



- **Regional Differences** – due to the varied nature of the state, each of the regions had unique issues, transportation service areas, and transportation resources available. Observing these differences illustrated the notion that developing the capacity to carry-out transportation coordination must start at the local level. The impacts of State and federal statutory & regulatory barriers to coordination need to be identified at the local level and then addressed through the state Arizona Rides Council.
- **Services** – the discussions helped the study gain a better understanding of the services that exist in each region, some of the transportation assets available, and needs of the community.
- **Working Together** – The study team learned that there are differences from region to region as to the extent human service organizations and transit providers have actively worked together in some form of transportation coordination. Certain areas in particular appear to be ready to start the conversations on identifying pilot areas other collaboration opportunities for coordination, while others need additional information and awareness.

#### **Regional Forum Provider (Follow-up) Survey:**

Using the sign-in sheet as a basis, PCG solicited further feedback from the attendees of the regional forums, as well as human services providers, transit providers, and other local stakeholders in order to quantify the anecdotal information received at the regional forums. The survey questions focused on the following categories:

- Funding
- Services
- Insurance
- Role of Government
- Information/Working Together

These survey results were used to inform the Project Findings section of this report by quantifying the extent opinions were expressed on the common themes that emerged from the regional forums and from the information gathering efforts employed.

Please refer to *Section VI. Statewide Inventory of Human Services Transportation Resources* to view the Microsoft Access database containing the results data. A copy of the survey can be found in *Section VII. Appendix*.

#### ***Phase III – Final Report***

This final phase of this project compiles the information gathered from the surveys, follow-up discussions, and the public forums from which findings and an action plan for future coordination efforts could be discussed. This final report aims to be user friendly and hopes to serve as a useful information resource for future coordination efforts. Furthermore, this final report includes a Microsoft Access database disc containing the stakeholder contact information and results obtained from the surveys and from other sources of data.

## IV. PROJECT FINDINGS

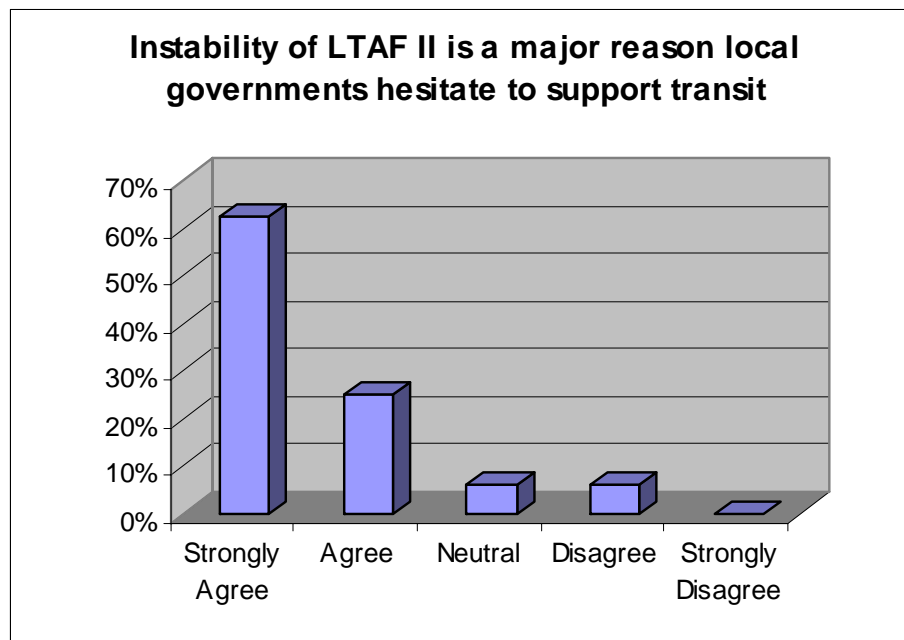
### *Regional Surveys and Forum Results*

Through the information gathering and public forum phases of the project, some common themes emerged regarding the barriers and opportunities for human services transportation coordination. In conjunction, the *Regional Forum Follow-up Survey* results were used to quantify the extent to which opinions were expressed from the regional forums and from the information gathering efforts employed.

#### **Funding:**

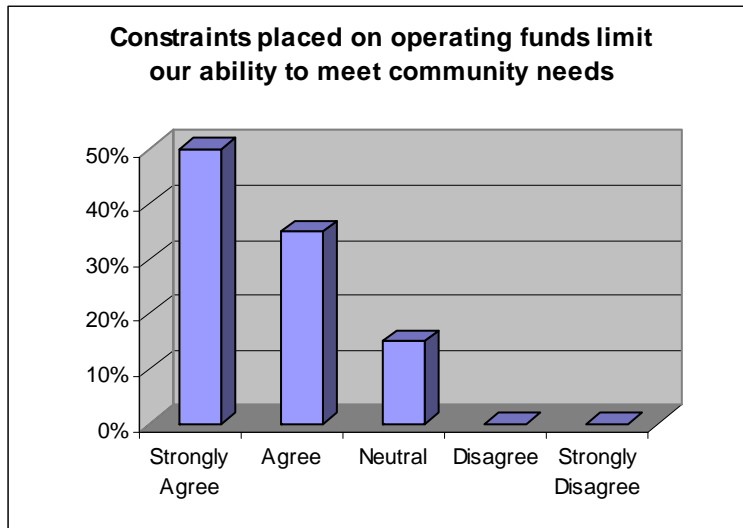
- 1. The instability or inconsistency of state LTAF II funding for transportation services is a major reason local governments hesitate to invest in public transit services.**

**88%** of the respondents to the regional forum follow-up survey either *strongly agree or agree* that an unstable state transportation funding source is a major reason more public transit is not supported by local governments.

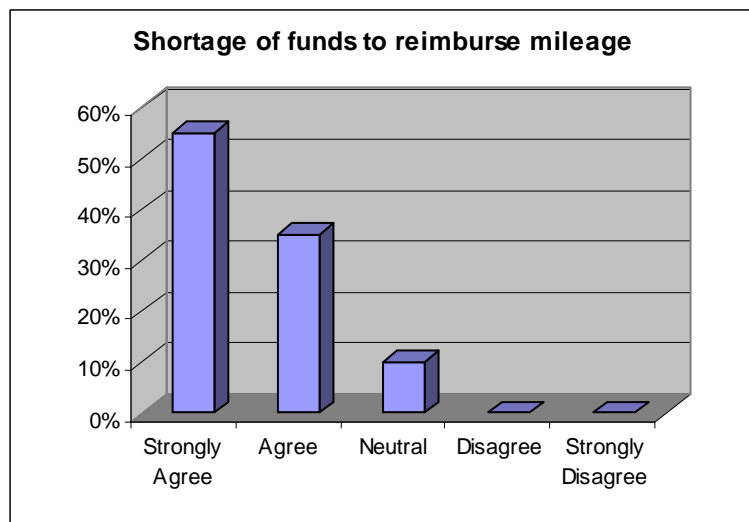


2. Communities struggle to obtain on-going matching funds for operating services. There may include a shortage of funds to pay drivers or provide mileage reimbursement for critical client transportation needs.

85% of the respondents *strongly agree or agree* that constraints on operating funds for transportation limits the ability to meet needs of the community.



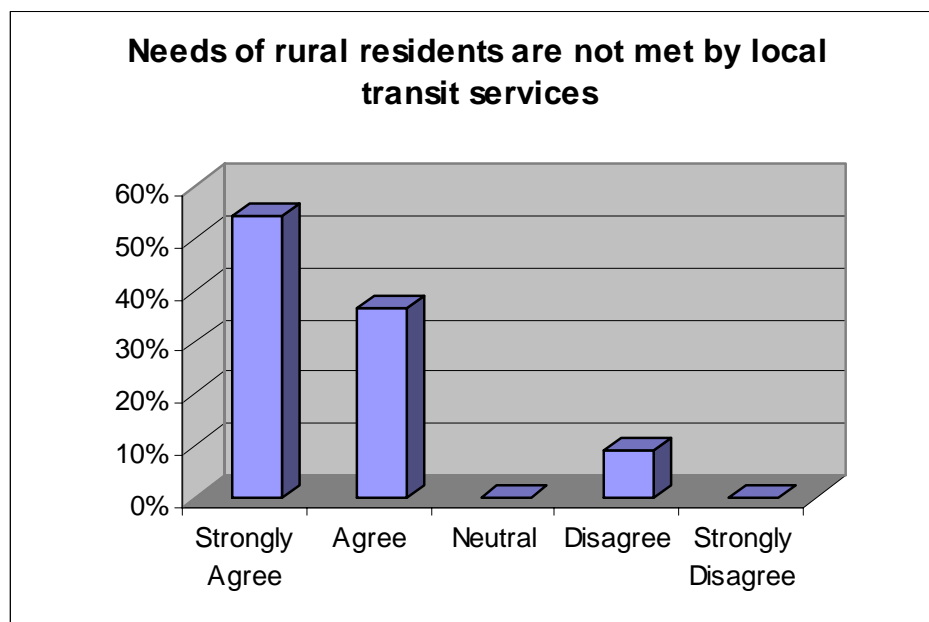
Likewise, **95%** either *strongly agree or agree* that there is a shortage of funds to reimburse mileage for transportation services.



**Services:**

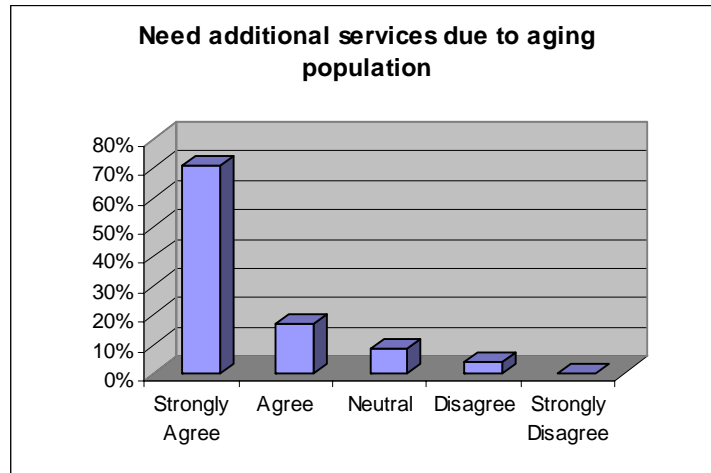
1. In each region of the state, there are unmet human services transportation needs as well as a lack of public transit services. This is most pronounced in rural areas or small communities. Furthermore, jurisdictional boundaries and service areas contribute to unmet service needs and potential duplication of services in adjacent areas.

**91%** for the respondents either *strongly agree or agree* that transportation needs by rural residents are not met by current transportation services.



2. There is awareness of the importance of building transportation service capacity because of the aging population.

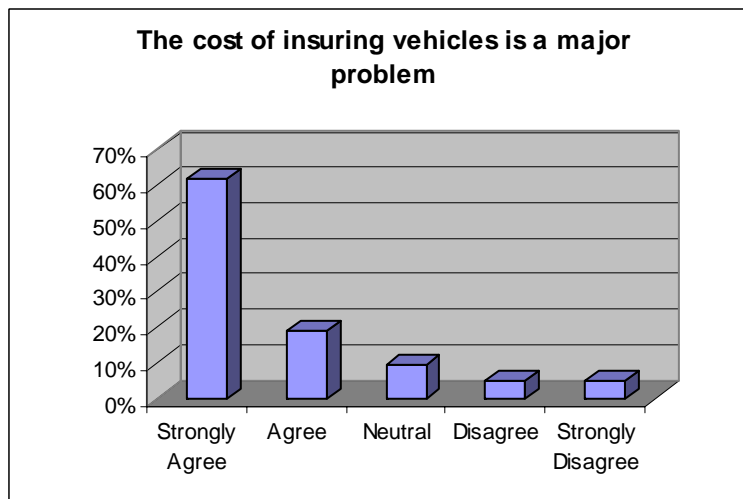
**88%** of the respondents either *strongly agree or agree* that additional services will be needed because of the growing aged population. This is an area which the Governor's Office, through its Aging 2020 Plan, and its State departments have made a considerable level of commitment toward addressing. In addition, the MAG Region in particular has documented the "aging boom" phenomenon as a critical component of its future land use and transportation planning. MAG has been a national leader, via its Elderly Mobility efforts, in recognizing and responding to the demographic indicators pertaining to current and anticipated growth in the senior population sector.



**Insurance:**

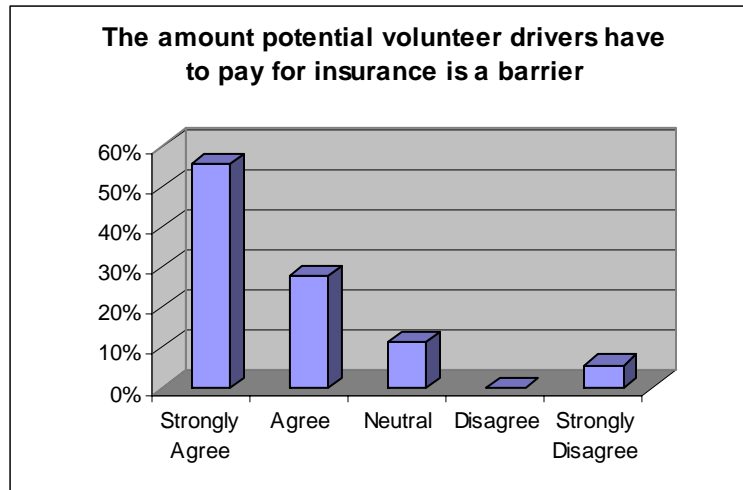
**1. The cost of insuring vehicles and drivers for human services transportation is a major problem**

**81%** of the respondents *strongly agree or agree* that the cost of insurance is a major problem.



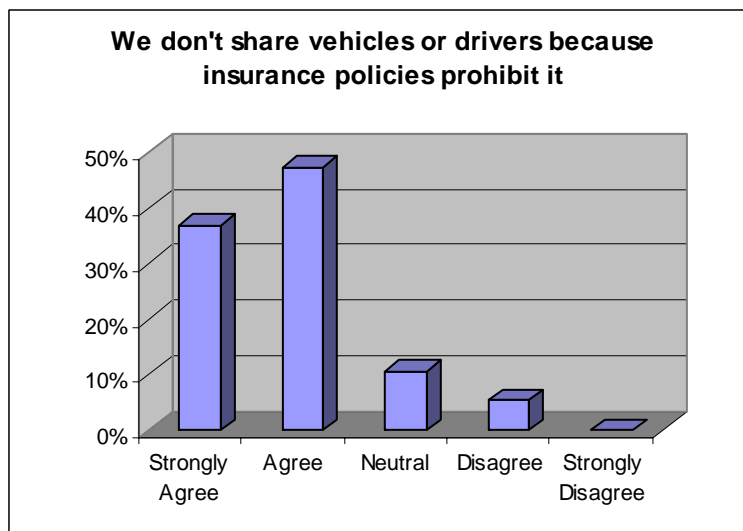
**2. The cost for volunteer drivers to purchase insurance for carrying passengers is a barrier to providing additional transportation services.**

**84%** of the respondent *strongly agree or agree* that obtaining insurance for volunteer drivers is a barrier to providing transportation services.



**3. Insurance rules often discourage or prevent sharing of vehicles between different providers.**

**84%** of respondents either *strongly agree or agree* that vehicles are not shared because of insurance regulations that prohibit the practice. In addition to survey responses, this and the predominant response to Question 2, above, is representative of a recurring theme heard throughout the regional forums and other communication between stakeholders, Arizona Rides partners and the study team.

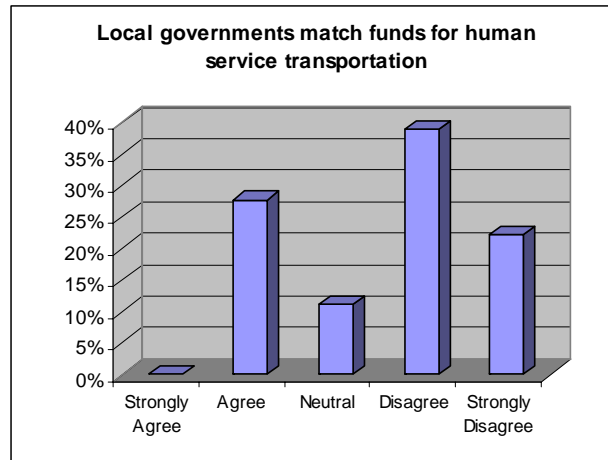


**State Human Service Agencies' Role:**

- While ADOT can often obtain the necessary federal funding for vehicles in the Section 5310 and 5311 programs to support a certain level of service, even successful applicants struggle to meet the matching requirements and secure sufficient operating funds.**

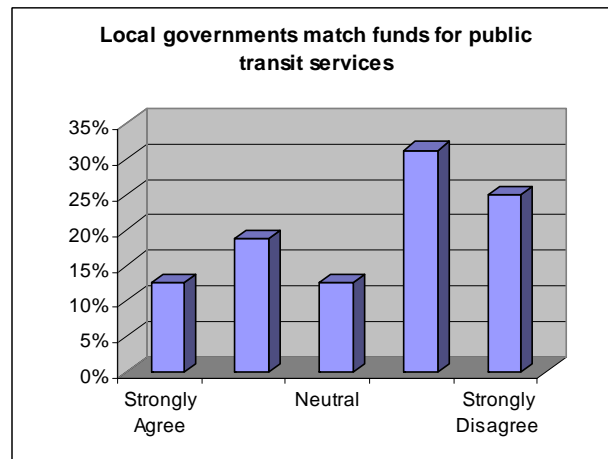
**61%** of the respondents either *disagree or strongly disagree* that local governments adequately match federal funds for human services transportation.





2. There is diversity across the state in the level of support that local governments provide for both public transit and to assist in matching human service program transportation funds. Some local governments provide solid support while others fund only minimal amounts.

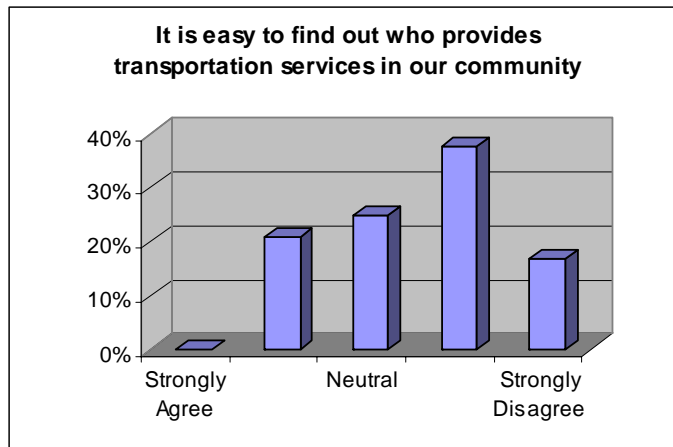
The survey respondent results indicated this diversity, as responses were spread fairly evenly across choices.



### **Information & Working Together:**

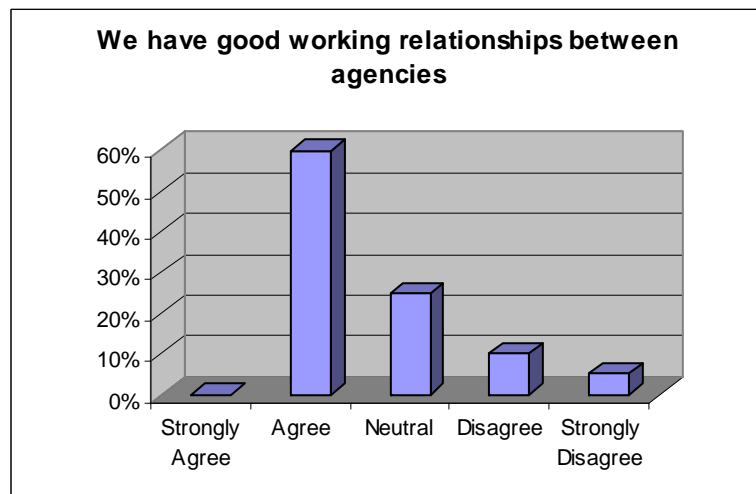
1. There is difficulty within many regions in finding out what human services transportation resources are available in the community. Most regions reported that many human service program staff lacked knowledge about transportation options in the region.

**55%** of the respondents *disagree or strongly disagree* with the notion that it is easy to find out who provides transportation services in their communities.



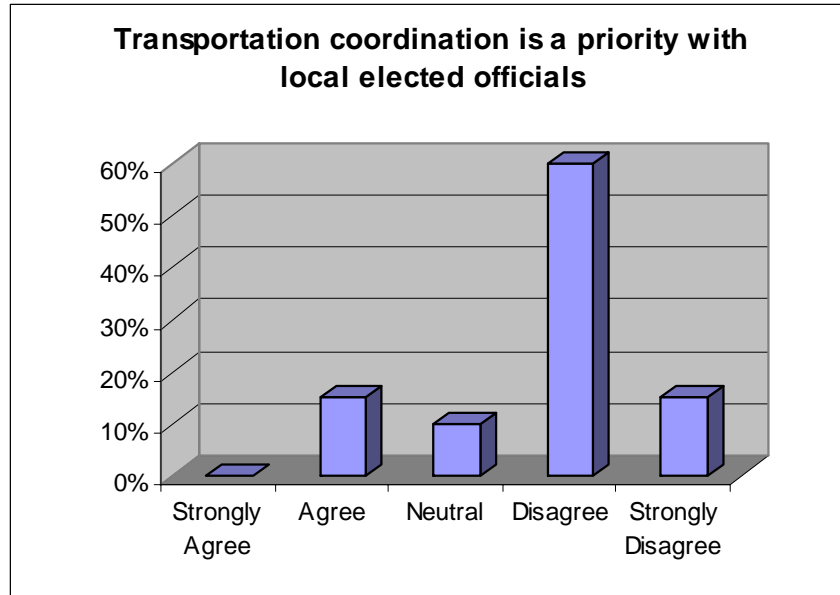
2. Many regions, or parts or regions, already have a good level of established working relationships between private non-profit and for-profit agencies, volunteer organizations, and transportation providers in the community.

60% of the respondents *agree* that there are good working relationships between human services providers and agencies.



3. Transportation coordination is not yet a priority with many local elected officials.

75% of the respondents *disagree or strongly disagree* that transportation coordination is a priority with local elected officials.



### ***Flow of Federal Funds***

Funding for human-service transportation and public-transit networks falls into several basic categories:

<b>Federal</b>	There are several primary programs, each with a complex set of regulations. Eligibility, matching, and program requirements vary for each. Many are administered through state government.
<b>State</b>	Arizona provides matching funds for some federal programs. LTAF II funding, when available, provides funds for cities and counties to use for public transit.
<b>Local</b>	Local entities (cities, counties, transit authorities, etc.) provide funding through general funds, dedicated sales taxes, and LTAF II distributions from the State. Both the public-transit and human-service transportation networks often have local financial support. Cities or counties may fund a variety of programs that each provides transportation services. Private non-profit organizations, which form the backbone of much of the state's human services transportation services, rely strongly on local fund drives in addition to grants from local governments such as LTAF II funds.

In addition, earned income received from fares and advertising fees is an important revenue source for some public-transit services. Foundation grants and private donations are significant for the human-service transportation network.

This section begins with an overview of the federal programs that provide transportation funding, including a discussion of the similarities and differences between the programs. It then describes the state institutional framework through which these programs are distributed in Arizona. The impact of the financial and institutional framework on the delivery of services is then summarized.

### ***Federal Fund Sources Programs***

A wide range of federal programs exist, which include some funding for transportation. The U.S. Government Accounting Office (GAO) identified 62 different programs in testimony to Congress<sup>1</sup> in 2003. The Community Transportation Association of America identified even more, including some loan programs not included in the GAO report.

Most of these programs are administered by the Departments of Health and Human Services, Labor, Education, and Transportation. These programs may:

- Purchase transportation from existing public or private sources through the purchase of fares, mileage reimbursement or by contracting for service from private providers.
- Fund the provision of direct transportation services, either for the general public or for clients of a specific program.

Since the GAO work was completed, the federal government approved a reauthorization of transportation legislation officially titled the Safe, Accountable, Flexible and Efficient Transportation Equity Act – A Legacy for Users and known as SAFETEA-LU. This bill adds both an emphasis on coordination of human-service transportation and public-transit services and some new programs that are designed to contribute to the mix of available options available for coordinated transportation. While regulatory details are not yet available, four provisions are of particular interest:

- The New Freedom program provides formula funds for new transportation services and public transportation alternatives beyond those required by the ADA to assist persons with disabilities.
- An emphasis on coordination through many aspects of the legislation
- A pilot program in seven states allowing the use of 5310 capital funding to be used for operations as well as capital.
- A change in the matching requirements for several programs, allowing the use of some federal human-service funds in programs with significant transportation elements to match some Federal Transit Administration funds.

Many of federal programs are administered together, and one item of federal legislation may fund a variety of different programs. For example, the Workforce Investment Act funds 13 different programs that include a transportation component.

Each of the major departments in the federal government may have several offices or administrations that fund transportation services through a variety of different pieces of legislation. The table below

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<sup>1</sup> United States General Accounting Office, Testimony Before the Committees on Transportation and Infrastructure and Education and the Workforce, House of Representatives, “Transportation Disadvantaged Populations: Many Federal Programs Fund Transportation Services, but Obstacles to Coordination Persist”, Statement of Katherine Siggerud, Acting Director, Physical Infrastructure Issues, May 1, 2003.

identifies, for each federal department and administration, the major programs funding transportation services.

While many programs exist, it is useful to think of them according to the primary functions they serve: public-transit, human-services, or education/employment. Within these basic categories, the services have many common characteristics.

There is overlap in these functional categories, particularly in communities where the public-transit network primarily serves the transit-dependent population. People who are dependent on public transportation are often those with low incomes, disabilities, or who are elderly, and are participants in human-service programs.

### Key Federal Programs with Transportation Components

Office / Administration	Programs with Major Transportation Components	Primary Transportation Services Funded
<b>Department of Education</b>		
Office of Elementary and Secondary Education	21st Century Learning Centers	Contract for service
Office of Special Education and Rehabilitation Services	Assistance for Education of All Children with Disabilities Various Independent Living Programs Vocational Rehabilitation Grants	Purchase and operate vehicles, contract for service Referral, assistance and training using public-transit Vehicle modifications, bus tokens
<b>Department of Health and Human Services</b>		
Administration for Children and Families	Community Services Block Grants Head Start Refugee and Entrant Assistance Social Services Block Grants Temporary Assistance for Needy Families	Taxi vouchers, transit tokens Purchase and operate vehicles, contract with transportation providers, coordinate with local education agencies Transit passes Any transportation use Any transportation use; also matching portion for JARC
Administration on Aging	Older Americans Act: Access and Nutrition (Title III)	Contract for services
Centers for Medicare and Medicaid	Medicaid	Transit tokens and passes; brokerage services
<b>Department of Labor</b>		
Employment and Training Administration	Job Corps Migrant and Seasonal Workers Senior Community Service Employment Program Trade Adjustment Assistance Workforce Investment Act Veterans Employment & Training Program	Transit tokens Mileage reimbursement Reimburse mileage, Transportation costs Reimburse mileage, bus fares Transportation support Transportation support
<b>Department of Transportation</b>		

Federal Transit Administration	Capital Assistance for Elderly and Disabled Capital Investment Grants Job Access and Reverse Commute Rural Formula Program Urban Formula Program New Freedom Program	Purchasing vehicles, contract for services Bus and related capital projects Expand existing public -transit or initiate new service Capital and operating assistance New services for individuals with disabilities
Department of Veterans Affairs		
Veterans Health Administration	Veterans Medical Care Benefits	Mileage reimbursement, contract for service

**Shared characteristics** among programs in each category include:

- **Human service dollars are distributed by the Legislature by categorical program and there is not necessarily coordination of federal and state funds.** For example, funding is distributed for foster care children separately from day care funds for children not in state care; separately from health funds for adult mentally ill individuals; and for elderly individuals in assisted living placements. The way the federal government distributes and manages funding encourages states to expend funds and manage programs by category of need rather than functional service. This, in turn, creates a system where transportation, for example, is funded in a segmented manner in a variety of programs that may serve the same families in the same region/area. How to consider functional purchasing and how to achieve economies of scale will not be easy given the current funding silos.
- **Human-service and employment programs have transportation as a minor component of a larger program.** Mobility or access is necessary to obtain services, but the primary purpose of the programs is not accommodating mobility needs. These programs therefore are often challenged to provide services for which they are not specialized or to which their organizational operating and funding/cost structures are not oriented.
- **Funding and administration characteristics vary with the type of program.** Human services oriented public-transit typically operates locally, has a large component of local funding, and aside from ADOT capital assistance with vehicles, there is often little, if any, State involvement. Counties often administer the human-service programs; in many of them the State plays a strong role. Education and employment programs share characteristics of both transit and human service types of programs to operate these directly or have the state maintain responsibility.
- Local school districts provide the most significant level of funding and control many decisions over service levels, but they also provide many services that are mandated at the federal level. The adult education and training programs have a strong state role and counties have the option
- **Many programs share a focus of education or training.** These include local school districts, state college systems, and federal programs focused on education for the general population, education for students with disabilities, or human-service programs such from Head Start to Temporary Assistance to Needy Families. These programs encompass a variety of fund sources and decision-making structures.

Key **differences** between each category are:



- **Focus on transportation versus a focus on a human-service program or employment program.** The Federal Transit Administration (FTA) programs are unique in focusing on the overall public-transit network.
- **There are different planning processes for each type of program.**
  - Traditional public-transit uses the State's planning processes for general transportation. Highway development historically has played a predominant role in this process. Smaller public transit operators, such as those supported by ADOT's Rural Transit or Section 5311 Program, are encouraged to include other stakeholders in a local advisory committee for the service.
  - Most human-service programs have their own planning and decision-making processes that are based on the overall needs of the program. There are different decision-making processes for each of the major human-service funds.
  - Employment and education have processes that are separate, but there are linkages between many of these programs. Federal legislation identifies key partners for employment programs, bringing many stakeholders to the statewide and regional Workforce Investment Boards.
- **Individual versus system-based services.** Human-service programs and education/employment programs allocate funding and services based on individuals. Transit programs provide services based on a transportation network.
- **Record keeping and reporting requirements vary.** Each reflects the orientation and historical development of the program. It is difficult to combine the different program requirements, and record-keeping requirements quickly become overwhelming.
- **Language and jargon** for each type of program is different.

### ***Financing and Institutional Structure***

Federal funds flow into the state in a variety of ways. The Department of Economic Security (DES) is the recipient of funding for most human service programs with transportation components. AHCCCS is the recipient of Medicaid funding for non-emergency medical transportation. The Department of Human Services (DHS) provides mental or behavioral health services and related transportation components. Arizona Department of Transportation (ADOT) is the recipient of Federal Transit Administration funding, which supports capital needs (vehicle and communications) in human service programs, and capital and operating needs of rural general public service.

Some federal programs also contract directly with a designated recipient in the larger urban areas. Examples are some Federal Transit Administration programs and Community Development Block grant funds. Others go directly to local agencies; two key programs in this category are Head Start and some VA funds. The table below summarizes the distribution of federal program funds. A description of services provided by the primary state departments follows. Other State departments also provide human service transportation and public transportation services, but the following ones are key:

### Fund Flows and Contracting for Programs with Major Transportation Components

Source & Local Recipient	Funding Flow and Distribution	Role in Deciding Use of Funds	Matching Funds	Regulatory Role*	Comments
<b>Federal Transit Admin (FTA)</b>  <i>Transit Providers and Urbanized Areas</i>	ADOT → Rural Providers FTA → Urbanized Areas	ADOT/Local Urbanized Areas	Local / some Federal Local	ADOT / Local Local	<ul style="list-style-type: none"> <li>- Many rural transit agencies use Older Americans Act funds to match FTA funds.</li> <li>- Many human service agencies purchase tickets.</li> <li>- Some human service agencies purchase service.</li> <li>- Regulatory and procurement control dispersed.</li> <li>- Transit providers are not county based.</li> </ul>
<b>Older Americans Act (OAA)</b>  <i>County-based Regions</i>	DES → Aging and Adult Administration Contracts with Area Agencies on Aging and Tribes	DES/AAA	DES / Local	DES / AAA	<ul style="list-style-type: none"> <li>- Funds often match FTA funds in rural areas.</li> <li>- Funds are limited and must be leveraged to meet basic needs of older adults.</li> <li>- Local support comes from counties, cities, and volunteers.</li> </ul>
<b>Medicaid Programs:</b> <b>Developmental Disabilities</b>  <b>Non-Emergency Medical Transportation</b>  <b>Home and Community Based Services (HCBS)</b>	DES/Div of Develop. Disabilities → Contracts for service with a variety of providers. Individuals are key to service Delivery AHCCCS → Contractors ALTECS → Contracts for service	DES / DDD  AHCCCS  ALTEC	State  State  State	State  State  State	<ul style="list-style-type: none"> <li>- Many contracts provide direct transportation by in-house staff.</li> <li>- Where transit available, passes may be purchased.</li> <li>- Contractors often must provide transportation where or when no public transit exists.</li> <li>- Services are provided as part of health plan services</li> <li>- Health Plans and other contractors provide services.</li> </ul>

\* For each fund source, the federal agency responsible for the program has the major role in setting regulatory requirements. This column indicates other agencies involved in either interpreting the federal regulations or adding more regulations (this is particularly true for contracting or procurement regulations that must meet state requirements).

Source & Local Recipient	Funding Flow and Distribution	Role in Deciding Use of Funds	Matching Funds	Regulatory Role*	Comments
<b>Behavioral Health</b>	DHS → Contracts with Behavioral Health providers	DHS	State	State	- Generally operated as a separate system from other Health care services; can use some public transit when available.
<b>Temporary Assistance to Needy Families (TANF)</b>	DES → Contracts and individual arrangements	JOBS division	State	State	- Limited funding. Most common are bus fares, gas vouchers, and car repairs.
<b>Vocational Rehabilitation</b>	DES → Rehabilitation Services Admin. Field Offices	DES / RSA	State	State	- Limited funding. Most common are bus fares.
<b>Community Services Block Grant</b>	DES → County-based regions	DES / Community Services Admin.	State	DES	- Used for transit passes, car repairs, gas vouchers.
	US H&HS → Urbanized Areas	Urbanized area	Urbanized Area		- Can be used to support transit services.
<b>Workforce Investment Act</b>	DES → JOBS Program Field Offices	CDHS	State	State	- Most common are bus fares, gas vouchers and car repairs.
<b>Head Start</b>	US H&HS → Individual Programs	US H&HS and local program		Federal only	- Transportation requires vehicles meeting school bus standards.  - There is an AZ Head Start Collaboration Office.
<b>Veteran's Service</b> <i>Statewide, oriented to Facilities in Phoenix, Tucson,, and clinics.</i>	VA → Medical Centers and DAV	Medical Centers	State	State	- Limited direct operated service. - Volunteer drivers through DAV.

\* For each fund source, the federal agency responsible for the program has the major role in setting regulatory requirements. This column indicates other agencies involved in either interpreting the federal regulations or adding more regulations (this is particularly true for contracting or procurement regulations that must meet state requirements).

### *Description of State Agencies*

**The Department of Economic Security (DES)** provides over \$15M worth of transportation services annually. An evaluation of transportation services completed by the department in 2004 showed the following services and expenditure levels:

<b>JOBS</b>	<i>\$4.5 million</i>	Transport of food stamps participants to job search through van and taxi vouchers.
<b>Rehabilitation Services Administration</b>	<i>\$1.0 million</i>	Under Individual Plans, provide transportation for employment. This is primarily gas vouchers and taxi service is the last resort. The formula is based on economic need.
<b>Aging and Adult Administration</b>	<i>\$1.2 million</i>	Pass-through of funds to Area Agencies on Aging and Tribal governments
<b>Community Services Administration</b>	<i>\$0.4 million</i>	Transport of Refugee Resettlement clients via bus passes, taxi /van services, car repairs, gas and insurance reimbursements. Transport of homeless individuals through bus tickets and passes. Services are contracted to two human service agencies. Coconino County Community Services Department also transports low income individuals.
<b>Division of Children, Youth and Families</b>	<i>\$2.4 million</i>	Transportation of parents to and from supervised visits. Transportation of children to and from supervised visits, medical dental, and mental health appointments. This may include waiting for the child at the location. Transportation of parents to and from scheduled appointments. Options include bus tickets, gas/vouchers for parental use, van/taxi services, and individuals and volunteers.
<b>Division of Developmental Disabilities</b>	<i>\$5.8 million</i>	Transportation of clients to day treatment programs, work, training programs, medical appointments, and hospitals. Reimbursement to native American families for medical visits on reservation, for emergency and non-emergency services. Services are contracted to a variety of program service providers. Many individuals provide transportation services.

**The Arizona Health Care Cost Containment System (AHCCCS)** is responsible for the Medicaid program in Arizona. Transportation services are an important component of this program with an estimated service value of almost \$43M in 2003 for non-emergency medical transportation (NEMT). The costs are highest for rural residents where trip length is longest. The value of services in rural communities is estimated at \$19M for 2003 or an average trip value of \$104.32. Urban services are valued at \$23M for 2003 with an average trip value of \$54.10. It should be noted that recent analysis of Health Plan's capitated agreements (negotiated per-member-per-month payments) with transportation providers indicates that actual expenditures may be lower. The value of services is estimated by using the AHCCCS fee-for-service schedule and does not necessarily reflect the rates health plans may have been able to negotiate with transportation providers. In addition, health plans currently provide transportation services under a model that holds them "at risk" for any increases in utilization or cost of services.

The responsibility to provide transportation services is included with the medical care organizations. They may provide services directly or contract with other entities (such as a transportation company) to provide services to AHCCCS eligible clients. The medical care organizations may also purchase bus passes or otherwise take advantage of local transit services, such as those provided by senior centers.

**The Department of Health Services (DHS)** provides transportation services through the behavioral health network. Like AHCCCS, the transportation services are "bundled" with the contracts for providing behavioral health services. The contractors can use public transit services when available but generally provide separate services. Some clients require transportation services with a high level of individual attention and drivers trained in the specific needs of passengers with mental illnesses.

**Arizona Department of Transportation (ADOT)** administers the Federal Transit Administration (FTA) programs that provide funds to rural areas, for elderly and disabled transportation in urban and rural areas, and for planning. In addition, the State Transportation Board provides “flexible funding” from the highway side – dollars that can be used for either roadway or transit capital expenses – to augment the capital component of the transit programs.

ADOT’s Public Transportation Division oversees FTA programs covering planning, capital and operating support for public transportation services. ADOT Public Transportation Division is responsible for planning on a statewide basis, and works with the urbanized areas to support planning activities in these areas. The Public Transportation Division also oversees a statewide program providing capital (primarily vehicles) for public transportation for individuals who are elderly or have disabilities. The Public Transportation Division’s largest program provides capital and operating support for general public transportation services in the rural portion of the state.

In FY 2005, the Public Transportation Division had a program budget of \$13.4 million in Federal funds, divided approximately equally between FTA formula and FTP flexible funds and the balance in light rail transit oversight funds. An additional \$13.5 million in State LTAF II funding was administered through the division, passed through to local entities. This amount was reduced to \$5.3 million in FY2006. With the passage of the new transportation legislation, the federal funds are anticipated to increase significantly in 2006.

Urbanized areas (those with populations of 50,000 or more) are direct recipients of FTA funds for public transportation services. With the exception of preliminary State administrative oversight of small urban area (under 250,000 population) funds, these entities do not go through the State but rather are responsible for operating their transit programs in accordance with the FTA regulations.

The FTA programs are matched by local and State dollars. In some urbanized areas, sales taxes have been passed to support the provision of public transportation services. The Phoenix area and Flagstaff are two that have passed local sales taxes in recent years for transit services. LTAF II funding is a significant source of matching funds. However, because the levels of LTAF II funding are not stable from year to year, communities also use general fund dollars to match FTA funds when LTAF II funding is low.

### ***Impact on Service Delivery Networks***

The structure for funding results in Arizona having several separate service delivery networks, each with their own vehicles, scheduling systems, and billing procedures. While there is some cross-over between the networks, they essentially function independently.

- General public transportation systems serve the mobility needs of the entire population, regardless of ability-level or age, and may offer specialized services for people with specific mobility impairments.
- Human-services transportation is an ancillary function of agencies that must transport clients to and from the services or programs they offer as part of their mission. Examples include agencies on aging, mental health centers and programs for people with disabilities that operate vans or buses to transport clients from their homes to facilities where programs are located. In addition, many individuals provide human service transportation.

- Private for-profit firms provide a significant amount of transportation services. These include taxis and firms associated with the medical providers that are part of the AHCCCS system. While there are exceptions in many rural areas, most for-profit transportation services are provided in urban areas. For-profit firms only operate those services in the rural areas for which they can make a profit.

These separate networks have evolved based on both federal regulations and the procurement decisions made by State departments. Particularly in the rural areas, each network is limited, with many regions reporting inadequate funding to meet the critical needs of their clients. Coordination has the potential to provide a more comprehensive network with improved mobility for clients and the potential for a lower per trip cost than the present system. It is important to note that many of Arizona's transit resources – including vehicles and trained staff – reside with private sector firms.

On a program basis, coordination of transportation services is limited. It generally occurs when a human-service program purchases tickets or passes from a transit provider or when a transit provider uses an unrestricted fund source (e.g., Older Americans Act funds or Community Services Block Grant funds) to match other federal funds.

Increasing coordination will involve an analysis of specific geographic areas and program trips to determine where cost savings could result. It will also require the evaluation of the way in which transportation services are procured. Coordination is often most successful when it builds upon the existing infrastructure. Arizona frequently uses private sector contracts for services and this is a building block that can be continued. However, it is recommended that in contracts for human services and medical services, the State evaluate separating the provision of transportation services from that of other services in order to support the building of unified transportation networks. This has especially high potential in the rural areas and in small communities where today limited services exist both within small communities and to access regional services.

## **V. ACTION PLAN FOR FUTURE COORDINATION EFFORTS**

An Action Plan for Coordination has been developed based on activities carried out for the initial Arizona Rides project. This includes survey information, an assessment of the structure for the delivery of services, and the regional forums. The Action Plan does two things:

- It identifies a state and local framework for coordination, based on Arizona's infrastructure for delivering human service transportation.
- It starts with activities geared to building awareness and understanding at both the State and local levels, exploring the issues that presently make coordination difficult.

This section begins with a description of the framework recommended for the State and local levels. It then describes the recommended Action Plan in detail.

### ***Framework for Statewide Coordination***

Most of the successful statewide inter-agency coordination efforts have built upon, and often improved whatever infrastructure existed at the time. They also have two things in common:

- A strong focus on county and/or regional based coordination.
- Bi-level, inter-agency coordination, with:
  - (1) A state-level department or inter-agency coordinating council that sets policy.
  - (2) County-based or region-based coordinating councils that:
    - (a) Implement coordinated transportation in their respective areas, often through a lead agency that serves as a provider, scheduler or broker; and,
    - (b) Provide feedback to the state council as to what is working and what is not.

The state level focus is on supporting coordination through the regulatory framework and procurement practices that are established for each program and supportive of a coordination-oriented environment. The Arizona Rides Council serves this function. The county or regional level focus is on the operational and logistical aspects of coordinating resources and providing effective mobility. The Councils of Government and Metropolitan Planning Organizations are recommended to set up regional coordinating councils, and it is anticipated that many will work at the local levels.

Many of the human service programs in Arizona are operated at the State level, with both program and transportation services contracted to the private sector. Many of the resources that have been built-up therefore are vested in a variety of private for profit and private non-profit firms.

### ***Arizona's Challenge***

The hypothesis of coordination, and the experience in states with successful coordination programs, is that:



- Transportation services can be provided more efficiently and less expensively through a coordinated system(s); and
- Mobility for individuals improves when a community has a cohesive network of public transportation and human service transportation services that are available to all.

The challenge is to translate the above benefits to the framework for service delivery that exists in Arizona. If this can be achieved, it would have significant benefits for the residents and result in less budgetary pressure on human service programs. This is especially important as current transportation programs are reported as often being under-funded and because of the demographic shifts that will result in many more people requiring transportation services.

### ***Current Infrastructure for Delivering Transportation Services***

There are several primary State departments involved in transportation: the Department of Economic Security (DES), Department of Health Services (DHS), Arizona Health Care Cost Containment System (AHCCCS), and the Arizona Department of Transportation (ADOT). Each department has a different focus and different ways of providing services.

DES provides services on a statewide basis, contracting with many private-sector providers for combined program and transportation services. Human service programs place a high value on client choice, and consumer choice is part of the method to ensure contractors provide good quality services that provide value to Arizona's taxpayers. A recent evaluation indicated that Arizona's human service programs invest over \$15M annually in transportation services. In areas where there are public transportation services operating, these services can meet some or all of the mobility needs of the clients. Generally human service-oriented public transit services are only available in limited geographic areas.

AHCCCS and DHS provide services through similar managed care models where services are contracted regionally to Managed Care Organizations (MCO) for AHCCCS and Regional Behavioral Health Authorities (RBHA) for DHS. Transportation for both agencies includes emergency transportation and non-emergency medical transportation (NEMT) services, which are bundled in the established capitated service rate for member clients. Internal agency discussions indicate a desire to explore carving out transportation services from the capitated rates and manage services in a more coordinated fashion. In SFY 2003, the value of NEMT services for Arizona Medicaid alone was nearly \$43M.

ADOT funds general public transit programs in the rural parts of the state and provides the majority of funding for vehicles used primarily to serve people who are elderly or have disabilities in all parts of the State. Public transit programs in the urbanized areas are directly funded through Federal Transit Administration programs. Much of the funding for operating public transit services is provided locally by cities and towns. ADOT works with jurisdictions in the rural parts of the state to build strong transit providers. Individual jurisdictions procure services, deciding what level of service to provide, where it will operate, and if it should be operated directly or through a contractor. ADOT often assists with the preliminary scoping and planning of these services. Most public transit services are provided only within the jurisdiction providing the local funding for operating the service.

These systems are quite different, and at present there is little communication between human service programs and public transportation programs. The decision-making structures are different, with one

controlled at the state level and one controlled at the local level. The providers are also different, with one relying on private sector entities (for profit and non-profit) for which transportation is a sideline and the other largely directly operated by public agencies. The focus is different: human service programs are centered on providing client services to individuals and public transit programs are centered on establishing a network of services.

### ***Action Plan Strategies***

The Arizona Rides Council has responsibility for providing policy guidance on all aspects of the coordination issue, but most particularly for setting the overall tone and direction for the State and its primary coalition partners, and in making higher-level budget and regulatory recommendations to the Governor and Legislature. ADOT, as the lead agency supporting the Council, will provide staffing support to help the Council accomplish its goals and is proposed to coordinate the various coordination activities. The initial action plan also includes a subgroup of human resource programs represented by DES, AHCCCS, DHS, and possibly other state agencies. It is recommended that these human service programs provide the internal staffing and a structure to address those issues that pertain to their programs. In addition, specific responsibilities are identified for COGs and MPOs to carry out at the regional level.

The emphasis of the *initial* Action Plan is two-fold:

- (1) Building a broad base of understanding about the benefits of coordination and about how services are presently delivered in Arizona; and
- (2) Assessing the breadth of specific problems and identifying the options for addressing each issue.

The *initial* Action Plan is not set up to resolve all problems in the first year, although some, once identified, may be able to be addressed readily. Issues that revolve around the fundamental way that services are delivered will require some research and evaluation of options, building a consensus on the best way to address the issues. This activity is anticipated to stretch into ensuing years. In this way, the Action Plan is very much a “living” document which is intended to be used as a guide which could change as coordination efforts statewide are attempted, with varying degrees of success likely at first but more success as more is learned over time.

A significant challenge with coordination is to provide immediate successes along with a plan for addressing issues that will require more time to effectively address. The immediate “wins” are necessary to help people see the value of remaining engaged in the process. One cannot know, ahead of time, those strategies that will result in immediate successes, so some allowance for funding pilot projects is recommended. The first reason for this is to guide local areas into identifying projects that will result in immediate successes. The second reason is to push the envelope at the State level, so coordination issues get addressed.

An area where it seems particularly likely benefits would result for many communities across the State and for human service providers is in developing regional services to address the needs of people who are in rural areas but need access to medical services and a variety of other activities that are centralized in urbanized areas. This would provide an opportunity for both AHCCCS and DHS to participate actively and to save money while still covering the fully allocated costs of their patients. Moreover, it would provide needed services for communities and for seniors and other transportation-disadvantaged groups.

Two opportunities exist: one is working with the communities where ADOT's new regional connector service pilots have been implemented or are slated for implementation to coordinate the human service funding and trips with that of the general public transportation services. The other opportunity is to identify new regional connectors that would be developed by bringing together the necessary resources from all sectors. It is suggested that these sorts of activities are most appropriate for 2007; however, setting the expectation that 2006 activities will result in real mobility improvements down the line would be productive.

There are four primary categories of actions recommended for the first year implementation plan, and each is described below in more detail. The table on the next four pages contains a summary of the activities, with responsibilities falling to ADOT, DES/DHS/AHCCCS or the MPOs and COGs. It is anticipated that the responsibilities of the MPOs and COGs would be funded by the 2006 United We Ride implementation grant and would build on materials developed by ADOT. Each of the four categories is described in more detail following the table.

## Arizona Rides Action Plan Summary

Arizona Rides ADOT Lead*		Arizona Rides DES/AHCCCS/DHS Lead*	Arizona Rides MPO / COG Activity
Topic			
Information and Awareness	Develop Statewide strategy and message	Develop specific strategy for human service transportation coordination, addressing needs of field offices, contractors and consumers.	Distribute materials at local and regional levels
	Develop materials	Identify key liaisons to assist in information gathering and dissemination activities.	Compile and share information on local programs and services throughout region.
	Implement "Information and Awareness" campaign at state agency and regional level.	Develop presentation materials for human service management team and field office staff.	Review website and provide updated information as appropriate.
	Strengthen Arizona Rides website, reflecting Council activities and resources.	Develop "toolkit" of materials for Case Management staff who arrange client transportation.	
		Compile and share information on transportation services and needs with AZ Rides.	
* ADOT will coordinate activities for Arizona Rides, working closely with the DES/AHCCCS/DHS group.			

## Arizona Rides Action Plan Summary (Cont.)

Topic	Arizona Rides ADOT Lead*	Arizona Rides DES/AHCCCS/DHS Lead*	Arizona Rides MPO / COG Activity
Identify Barriers and Opportunities	Assess the following coordination issues and explore opportunities for addressing: - Reporting and invoicing; - Matching fund issues; - Insurance; - Opportunities for brokerages or other models Identify a plan for addressing each issue area that may include research, departmental action, legislative action, or pilot projects	Assess internal procedures and regulatory barriers that create coordination barriers: - Client eligibility constraints - Necessary changes to human service cost allocation plan to accommodate resource sharing - Examining opportunities to reorganize how transportation services are provided through a brokerage model or a separate division of transportation.	Solicit local and regional examples of barriers to identify breadth of problem, sharing this information with Arizona Rides.
	Review departmental regulations and practices to identify opportunities for coordination and barriers to coordination	Refine analysis of how transportation services are provided to human service clients to consider the question, "What benefits would be obtained if these resources were pooled in locally coordinated systems?"	Report policy or regulatory issues to AZ Rides Council
	Revise contracting or grant-making procedures as appropriate to support coordination.	Assess the following coordination issues and explore opportunities for addressing: Procurement practices, including "bundling" of transportation with delivery of human services - Development of cost allocation model and payment procedures Assess the impact of proposed changes on budget, staffing, and organizational structure.	Regional councils review and respond to AZ Rides proposals on addressing barriers.
* ADOT will coordinate activities for Arizona Rides, working closely with the DES/AHCCCS/DHS group.			

## Arizona Rides Action Plan Summary (Cont.)

Topic	Arizona Rides ADOT Lead*	Arizona Rides DES/AHCCCS/DHS Lead*	Arizona Rides MPO / COG Activity
<b>Building Capacity for Coordination</b>	Prepare a toolkit of information for MPOs and COGs	Establish human service coordinating group comprised of representatives of each of DES division, DHS, AHCCCS	Establish regional coordinating councils, with local subgroups as appropriate
	Identify spokesperson and point of contact for each major human service agency or transportation program. - Prepare brief program information to include in toolkit and share at regional / local levels - Responsible for internal staff training, throughout state and in field offices - Is available to respond to inquiries from regions	Identify the role of staff in field offices and direct participation in regional coordinating councils.  Review and catalog current service contracts where transportation is a component of services	Over the course of a year, address the following topics, with materials provided through Arizona Rides: - Provide information on transportation components of each major transportation program - Assess regional coordination status using Framework for Action or similar tool - Continuum of coordination activities: which have potential in our area? - Cost Allocation: what is the full cost of transportation and how is this funded in AZ today? - Establishing a formal council (Bylaws, MOUs)
	Determine appropriate participation at local and regional coordinating councils for departmental programs	Develop revised Cost Allocation Methodologies	Submit agendas and minutes of coordinating council meetings to AZ Rides
	Develop training programs used at departmental training activities and conferences, with assistance of DES, DHS, AHCCCS, and Corrections staff	Develop revised policies and procedures	
	* ADOT will coordinate activities for Arizona Rides, working closely with the DES/AHCCCS/DHS group.		

## Arizona Rides Action Plan Summary (Cont.)

Topic	Arizona Rides ADOT Lead*	Arizona Rides DES/AHCCCS/DHS Lead*	Arizona Rides MPO / COG Activity
Coordination Plans	Identify expectations for regional plans, providing a template for regional committees	Develop necessary implementation plans and timeline, sharing with AZ Rides and providing information at local level.	Document: - Providers and services - Structure selected for coordinating human service and public transportation services - Approach region will take to coordination; - Types of coordination activities region chooses to pursue - Action plan
* ADOT will coordinate activities for Arizona Rides, working closely with the DES/AHCCCS/DHS group.			



## ***Information and Awareness***

These activities can build on materials developed for the national United We Ride initiative and through the Transportation Cooperative Research Program (TCRP) research, but will require some adjustments to fit Arizona's structure for the delivery of services. Arizona Rides, with ADOT staffing, is given overall responsibility for developing a statewide strategy and message. At the same time, there are critical activities that need to flow through DES, DHS, and AHCCCS. The statewide strategy will need to address the specific needs of the DES programs as well as the DHS, and AHCCCS programs, and each will need to be responsible for getting the message out to its field offices, contractors, and consumers.

## ***Identifying Barriers and Opportunities***

Identifying and understanding the scope of the barriers is a key step to addressing them in a manner that supports coordination and program goals. Key issues have been divided between Arizona Rides / ADOT, DES, and AHCCCS/DHS depending on the entities most affected by the issue. The role of the COGs and MPOs is to provide information that will help the state agencies understand how the issue is manifested at the local level.

DES recently performed an Efficiency Review assessment of transportation services provided for the State as a whole and is beginning to evaluate "unbundling" of transportation from the provision of program services. It is recommended that these activities be continued, but within the broader context of coordination. A key example follows:

*Research shows that, across the nation, Medicaid programs have achieved tremendous reductions in cost when they have used resources to purchase transit passes. In parts of Arizona this may be an option. But in most of the state, where transportation costs are the highest, local entities struggle to develop adequate transit systems.*

*The fare does not cover the full cost of trips and local jurisdictions are responsible for paying at least half of the subsidy required to provide transportation services. Where a human service agency purchases transit passes, they are effectively shifting a cost burden to local governments. Many local governments reported a reluctance to start or expand transit services, and understandably so. With inadequate transit networks, DES may end up paying a higher cost for transportation than if they used these same resources to support a comprehensive network of services.*

In the above example, a benefit DES might receive from buying a transit pass could result in an expense elsewhere in the governmental system. A successful coordination strategy does not shift costs from one level of government to another. Rather, it works to assure the resources allocated to transportation are effectively leveraged with a goal of improving mobility. Looking at an issue from the perspective of coordination requires one to involve a broad base of stakeholders in the decision-making process and identifying win-win solutions.

At AHCCCS, more information is being sought on how to improve the delivery of non-emergency medical transportation (NEMT) services, which includes ground and air ambulance, wheelchair van, stretcher van, ambulatory van, and taxi. Recently a Request for Information (RFI) was released that will help inform the agency "if savings could more readily be obtained through the use of a transportation

broker whose sole focus and incentive is to manage the costs of NEMT services.” The concept would “carve” out transportation from the current capitated rates paid to providers to manage medical services for AHCCCS members. Anecdotal feedback from the discovery phase of this project suggests that some disconnects may exist between local transit providers and AHCCCS and its MCOs with regard to identifying local resources to provide NEMT services. An example was given where transportation to a medical appointment in Flagstaff was needed for a client in Page and because no local resource was identified, a taxi was sent from Phoenix to perform the service! While this may represent a particularly extreme circumstance, the stories of excessive service-provision situations (cost and logistics) abound.

In this task, it is worth the effort to prepare a well thought-out plan, especially for the more complex issues. The process is best started by a) identifying the issues that will be addressed and the stakeholders involved, allowing time for feedback from the regional councils formed by the MPOs and COGs to assure the definition of the issue is grounded in reality; b) for each issue, identify the types of information the stakeholders need to address it. Then, c) develop a plan of action that shows the sequence in which information will be needed in order to address the issue and develop win-win solutions.

Given the level of complexity, it is essential that the discussion be grounded in needs and experiences at the local level. There is significant variation in need across the State, and it is likely that different solutions will evolve to meet the varying conditions. To ground the discussion, coordinated service planners should use specific problems such as “providing regional medical trips” or “providing services that extend beyond a city limit” and assess how this issue plays out in different parts of the state.

While there are significant issues to address, each department of the State can readily go through its policies and procedures, procurement and grant-making rules to identify how they either support or thwart coordination. Bringing these issue areas back to Arizona Rides will both build an understanding of how programs work in other state departments and provide a foundation for identifying opportunities to improve coordination.

### ***Building Capacity for Coordination***

These activities are focused on building an understanding of coordination and the programs as they now operate in Arizona within the State departments and at the regional and local levels. It builds on the information and awareness activity. This activity moves on to establish regional and local councils to promote coordination as well as the internal structure needed at the State level to provide support for coordination. It will also provide tools (such as a revised cost allocation procedure) for teaching people how they can implement coordination locally.

Establishing the internal structure for coordination is a key activity. Through the Governor’s Executive Order, Arizona has established the Arizona Rides Council. In addition to its “charter,” it is envisioned that the responsibilities of this group could more specifically include:

- Providing a framework for policy decisions affecting coordination at the state level and providing “flow-down” guidance to the county or regional level agencies. This might include:
- Establishing examples, and where appropriate, standards for coordination practices, service/cost performance, and funding.

- Providing resources for technical assistance as needed.
- Fostering coordination by simplifying operating requirements (without compromising safety) and streamlining and standardizing the administrative/reporting requirements of each funding source (without violating federal requirements).
- Making a commitment, at the state level, to provide a regulatory environment and field staff that support coordination.
- Advising the member agencies on policy development and resource allocation.

Because of the structure of service delivery in Arizona and the questions that need to be addressed, it is recommended that coordinating groups also be established at DES, AHCCCS, and DHS to focus on coordination issues for each program. This would include one representative of each major program or division and some links to field office staff. This group might function as a subcommittee of the Working Group or it might be internal to the agencies with some representation on the Working Group.

Regional Coordinating Councils, reflecting either an MPO or COG, are the key to implementing coordination at the sub-regional or local level. Each would identify subgroups (at the County level or other geographic level based on travel patterns) and:

- A lead agency responsible for coordinating and brokering trips in each sub-area.
- One or more service providers, noting that the lead agency could also be an operator.

Once formed, the regional inter-agency coordinating council would be a conduit for information and establish the coordination model or strategies that make sense for their area. At the local and regional level, experience nationwide indicates a champion will be needed to lead the extensive planning effort and to obtain the commitment of local officials.

It will be a function of the regional inter-agency coordinating council to determine the best model of coordination for its area and the degree of coordination that is pursued. A myriad of forms of coordination can take place at the county/regional level. These range from very simple collaborative efforts (e.g., sharing training curriculums, preventive maintenance programs, or operational policies) to joint purchasing of insurance, fuel, maintenance, and even vehicles. On the service delivery side, a full array of options may be considered – from trip swapping, to purchasing service from another agency to more consolidated programs such as brokerages, which to many across the country have become virtually synonymous with “coordination.”

It is envisioned that the coordinating council in each region would be composed of regional/local representatives of each funding source, service providers and possibly of other entities as well. It is further anticipated that ADOT grant eligibility for local providers will be contingent on these agencies participating on such councils or related committees. The ongoing role of the regional coordinating councils would be to assist with the design and implementation of the coordinated effort and to monitor the service quality and efficiency of the coordinated systems. They will also bring policy issues or specific concerns regarding regulatory constraints to the attention of the Arizona Rides Council.

The agencies coordinating or brokering services in each area could be a transit agency, or a public or private human-service agency. Service delivery itself might be handled directly by one entity or a variety of providers.

### ***Coordination Plans***

For a statewide, regionalized system to be most effective, human service transportation and public transportation coordination plans will be required to allocate funds under several programs, representing both existing and new funding streams. The activities in this category will result in regional coordination plans. While much of the work will occur at the MPO and COG level, the role of Arizona Rides is to identify expectations for the regional plans. Identifying pilot projects might be one of the requests made of the groups meeting at the MPO and COG level. Activities through DES would be geared to implementing program changes and providing support for regional efforts. As of this printing, ADOT is awaiting federal notification of an “implementation grant” to assist with these region-based efforts. In addition, the Department’s federal transit grant programs will be further developed to blend their traditional special needs and general public services funding with its Arizona Rides partners’ State programs and the needs of other under-served segments. The latter group is anticipated to be the focus of the federal New Freedom and Job Access and Reverse Commute (JARC) initiatives which are new and revised programs, respectively, funded through SAFETEA-LU.

## **VI. STATEWIDE INVENTORY OF HUMAN SERVICES TRANSPORTATION RESOURCES**

The separately attached Microsoft Access Database contains data tables for the following items:

- a. Table of State Agency Survey Results
- b. Table of Regional COGs, MPOs, & AAA Survey Results
- c. Table of Regional Transportation Issues (Follow-up Survey)
- d. Table of 5310 Providers
- e. Table of 5311 Providers
- f. Table of DES Agency Locations
- g. Table of DES Transportation Contracts
- h. Table of AHCCCS Health Plans' Transportation Providers
- i. Table of DHS – Regional Behavioral Health Authorities

The Access Database is utilized to in order to provide an organized place for collected data that could be utilized as a decision-making tool for future coordination efforts.

## **VII. APPENDIX**

The following attachments are examples of the information gathering tools that were distributed to key stakeholders in the Arizona human services transportation realm. The survey results can be found in Section VI. *Statewide Inventory of Human Services Transportation Resources*, separate Microsoft Access Database.

- **Attachment A:** Arizona Rides Statewide Assessment – State Agency Survey
- **Attachment B:** Arizona Rides Statewide Assessment – Regional Survey
- **Attachment C:** Arizona Rides Regional Forum Follow-Up Survey
- **Attachment D:** Arizona Rides Regional Forum Presentation

## ATTACHMENT A: Arizona Rides Statewide Assessment – State Agency Survey

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### Arizona Rides State Agency Survey

The State of Arizona, Arizona Rides Steering Committee is asking for a few moments of your time to complete this important survey. As part of the Arizona response to the Federal United We Ride (UWR) Presidential Executive Order, this survey seeks to obtain critical information for a statewide transportation needs assessment and will help develop an "inventory" of transportation programs, funding, staffing, and other resources used for transportation within human and social service programs. Your assistance and careful consideration of the questions below is appreciated greatly.

For each program in your agency that offers transportation as a component, please answer the following questions below. If you have questions or further comments, please contact Anthony Ong ([aong@pcgus.com](mailto:aong@pcgus.com)) or Gregg Kiely ([gkiely@azdot.gov](mailto:gkiely@azdot.gov)).

Thank you for your time in completing this important survey.

1. \*Your Name:
2. \*Agency Name:
3. \*Your Email Address:
4. \*Your Phone Number:
5. How is the Management of this Program Administered at the Regional Level?
  - ☐ State Employees?
  - ☐ County Employees?
  - ☐ Both?
  - ☐ Neither or Other Contract Arrangements? (Please Explain)
6. What Role Do Counties Have in Administering or Managing the Program at the Local Level?
  - ☐ Implement Program?
  - ☐ Match Funds?
  - ☐ Both?
  - ☐ None?
7. Describe the Role (if any) that Regional Planning Organizations (MPO's or COGs) have in the Management, Planning, or Budgeting Process of this Program.
8. Identify Annual Estimated Spending on the Transportation Components of this Program
 

0-15%	16-30%	31-60%	61-90%	91-100%
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% State Funded	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
% Federal Funded	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
% Local Matching Funds	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
% of Transportation Purchased through Vendors	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

**9. Clients Receiving Transportation Services**  
How Many Clients Receive Transportation Annually?

**10. Clients Receiving Transportation Services**  
What are the Number of One-way Trips? (estimate if not known)

**11. What Demographic Does this Program Serve? (check all that apply)**

☐ Aged  
☐ Disabled  
☐ Children  
☐ Adults  
☐ Other? (please explain below) \_\_\_\_\_

**12. What is the Client Eligibility Criteria to Receive Transportation Services in this Program? (check all that apply)**

☐ Below Federal Poverty Level (FPL)?  
☐ Medicaid Eligibility  
☐ Public Assistance Recipient  
☐ Other? (please explain below) \_\_\_\_\_

**13. How is Transportation Utilized in this Program? (check all that apply)**

☐ On a Regular Schedule?  
☐ On an As-needed Basis? \_\_\_\_\_  
☐ Other? (please explain below) \_\_\_\_\_

**14. Where do the Transportation Services Take Clients? (check all that apply)**

☐ Many Dispersed Locations?  
☐ Specific Program Sites (training centers, service centers, etc.)?  
☐ Other? (please explain below) \_\_\_\_\_

**15. What Transportation Service Limitations are Set for Clients? (For Example, Number of Trips Per Day, Destination Limitation, Hours of Operation, Type of Trip, etc.)**

☐ Yes  
☐ No

**16. Is there a Waiting List for Transportation Services?**

☐ Yes  
☐ No

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17. Is there a Waiting List for Transportation Services?  
If Yes, How Many Clients?

18. Is there a Waiting List for Transportation Services?  
Other? (please explain below)

19. What Percentage of Clients are Estimated to have Underserved Transportation Needs?  
Estimated Percentage? (please detail below)

20. What Percentage of Clients are Estimated to have Underserved Transportation Needs?  
Comments? (please detail below)

Model or Mechanism Transportation Services Provided:

If Transportation Services were Purchased through Vendors or Other Entities, Answer #21-25.  
If Transportation Services were Provided In-House Using Your Own Resources, Answer #26-30.

21. If You Purchase Transportation Services, What is the Purchasing Model?

☐ Trip or Daily Rate  
☐ Fee for Service  
☐ Purchase Capacity  
☐ Public Transit Pass  
☐ Other? (please explain below)

22. How are Payment Levels Set? For Example, Are There Charges, and If So, Under What Basis?

23. What are your Transportation Vendors for this Program? (If Any)

24. What Percentage of Transportation is Provided with Public Employee Drivers and Vehicles?  
Estimated Percentage

25. What Percentage of Transportation is Provided with Public Employee Drivers and

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Vehicles?  
Comments? (please detail below)

26. If You Provide Transportation Services In-House:  
How many Vehicles are in Service?

27. If You Provide Transportation Services In-House:  
What is the Cost of Insurance? (estimated per vehicle)

28. If You Provide Transportation Services In-House:  
What is the Average Vehicle Maintenance Cost?

29. If You Provide Transportation Services In-House:  
How Many Staff Members Drive Clients?

30. If You Provide Transportation Services In-House:  
Are there Any Other In-House Resources Provided for Transportation Services?

31. How Were Your Vehicles Financed? (check all that apply)

☐ ADOT Section 5310 or 5311 Grant Award  
☐ Other Federal Funds  
☐ State Funds  
☐ Local Funds  
☐ Other? (please comment below)

32. Does this Program Share Transportation Resources with Other Human Service Programs?

☐ Yes  
☐ No  
☐ If Yes, Please Explain (below)

33. Are there Other Agencies Where Transportation Resources Could be Shared?

☐ Yes  
☐ No  
☐ If Yes, Please List (below)

34. Does the Current Transportation Services Provided Meet the Needs of the Program?

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☐ Yes  
☐ No  
☐ If No, Please Explain (below) \_\_\_\_\_

**35. What Improvements Could Be Made to Improve Transportation Services?**

**36. Is There Anything that Limits Your Ability to Coordinate Transportation Services (i.e. Share Resources, Drivers, Budgets, Ride Information, or Referrals) with Other Programs or Services?**

**37. Please Provide Below any Additional Comments to Help Arizona Rides Better Understand Your Transportation Services.**

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<http://www.createsurvey.com/c/27434-2eFtHZ/> 8/10/2005

## ATTACHMENT B: Arizona Rides Statewide Assessment – Regional Survey

CreateSurvey: Arizona Rides Regional SurveyPage 1 of 5

### Arizona Rides Regional Survey

The Arizona Rides Executive Policy Working Group (Arizona Rides) is asking for a few moments of your time to complete this important survey. As part of the Arizona response to the Federal United We Ride (UWR) Presidential Executive Order, this survey seeks to obtain critical information for a statewide transportation needs assessment and will help identify the current human services transportation landscape in Arizona. Your assistance and careful consideration of the questions below is appreciated greatly.

Please answer the following questions below. If you have questions or further comments, please contact the Arizona Rides Consultant Anthony Ong ([aong@pcqus.com](mailto:aong@pcqus.com)) from PCG or Gregg Kiely ([gkiely@azdot.gov](mailto:gkiely@azdot.gov)) at the Arizona Department of Transportation.

Thank you for your time in completing this important survey.

- \*Your Name:
- \*Your Email Address:
- \*Agency/Organization Name:

### Section 1: Regional Transportation Planning Information

4. Please identify the human service areas in your region that provide or contract for transportation services:

	Provides Transportation Services?	Does Not Provide Transportation Services?	Unsure?
Elder Services (e.g. Older Americans Act)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Home & Community Based Services (HCBS) Waiver Services	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Non-Emergency Medicaid Services	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Veterans Administration Services	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Employment/Training (TANF, Wagner/Peysner, etc.) Services	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Vocational Rehabilitation Services	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Behavioral Health Services	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Head Start	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Public Transit Services	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

5. Are there different regional/jurisdictional service boundaries for different programs in your region? Please describe.

<http://www.createsurvey.com/c/27454-KvtqBg/>
8/10/2005

CreateSurvey: Arizona Rides Regional Survey Page 2 of 5

6. Please describe your role in planning/implementing/funding transportation programs in your region, and specify those programs for which your agency is responsible.

7. Has your regional planning agency (COG/MPO) initiated or identified the need for improved transportation coordination and envisioned ideas or suggestions for improvements? If yes, please identify the need and/or describe your ideas.

8. Please describe ways the COG/MPO could bring together providers, agencies, and consumers for the purpose of acting on ideas to better coordinate transportation services/funding?

9. Is there an established interest within the human service community to coordinate human service transportation and to maximize resources?

10. Is there sustained support for coordinated transportation planning among elected officials, agency administrators, and other community leaders? Please describe.

11. Please list the 3 largest providers of human services transportation in your region.

<http://www.createsurvey.com/c/27454-KvtqBg/> 8/10/2005

CreateSurvey: Arizona Rides Regional Survey

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## **Section 2: Identifying Community Needs**

12. Please list the 3 largest categories of human services transportation. For example, transportation for medical purposes, errands for elderly & disabled, etc.

13. Is there an existing inventory of community transportation resources and programs that fund transportation services? If so, how might we access this?

14. What gaps exist in the human services transportation network in your area?

15. What is the best way to identify duplication of services, underused assets, and service gaps? Do you have any specific examples?

16. What, if any, programs have over-capacity in human services transportation?

17. Please describe the barriers that you are aware of that make it difficult to better coordinate human service programs in your region?

Examples: Check all that apply

Different program boundaries

<http://www.createsurvey.com/c/27454-KvtqBg/>

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CreateSurvey: Arizona Rides Regional Survey Page 4 of 5

☐ Turfism  
☐ Client Needs  
☐ Lack of service choices  
☐ No lead provider available  
☐ Different purchasing or contracting requirements  
☐ State program requirements  
☐ Federal program requirements  
☐ Other?

18. If you listed "other" above, please describe?

19. Are you aware if human service transportation providers keep the following information: (check all that apply)

☐ Cost per delivered trip  
☐ Ridership  
☐ On-time performance  
☐ If so, what agencies keep this information?

20. Is there a Regional Transportation Plan or Transportation Improvement Program in place? If yes, please describe how human services transportation currently is described in these plans.

21. Please describe how population growth or demographic shifts has impacted your transportation planning, e.g. increase or decrease in particular services or programs.

**Section 3: Customer Service Information**

22. How do people in your region gain information about, or access, human services transportation programs?

23. Are the following services in use in your region: (check all that apply)

<http://www.createsurvey.com/c/27454-KvtqBg/> 8/10/2005

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☐ 211  
☐ 511  
☐ If so, do 2-1-1 services provide transportation information?

24. Are travel training and consumer education programs available? Please describe what is available and where it is available.

25. Are marketing and communication programs used to build awareness of transportation options in the region?

**Section 4: Adapting Funding for Greater Mobility**

26. How does your agency track transportation program services at the program level? Is there tracking of financial data across programs?

27. Are any services in place to assure that Programs utilize the most cost-effective transportation options available? If so, please describe.

28. Is there an automated billing system in place that supports the seamless payment system and other contracting mechanisms?

Thank you for completing this important survey!


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<http://www.createsurvey.com/c/27454-KvtqBg/> 8/10/2005

## ATTACHMENT C: Arizona Rides Regional Forum – Follow-up Survey

CreateSurvey: Arizona Rides Regional Forum - Follow-up Survey Page 1 of 1

Arizona Rides Regional Forum - Follow-up Survey



A series of regional forums were held recently to solicit comments from stakeholders in each region of the state, except Maricopa County. A variety of comments were received from each region, and the key issues are identified below.

We wish to ascertain how important each issue is to you as a stakeholder and use this opportunity to get comments from those who were unable to attend the community forum for your region.

Please take a few moments and tell us the degree to which you agree with each of the following statements.

Thank you for your time and input on this important survey. Your help is greatly appreciated.

Sincerely,

**Arizona Rides**  
Coordinating Human Service Transportation

Next

<http://www.createsurvey.com/c/30024-QgDjN6/> 12/9/2005

CreateSurvey: Arizona Rides Regional Forum - Follow-up Survey Page 1 of 2

Arizona Rides Regional Forum - Follow-up Survey

1. \* First Name:

2. \* Last Name:

3. Title:

4. Organization/Agency:

5. Email Address:

6. \* Mailing Address:

7. Address 2:

8. \* City:

9. \* State:

10. \* Zip Code:

11. \* Phone Number:

<http://www.createsurvey.com/cgi-bin/pollform?s=30024&m=QqDjN6> 12/9/2005

CreateSurvey: Arizona Rides Regional Forum - Follow-up Survey

Page 1 of 2

**Arizona Rides Regional Forum - Follow-up Survey**

**FUNDING**

**1. There is a shortage of funds to pay drivers for critical transportation needs of our residents/clients.**

- ☐ Strongly Agree
- ☐ Agree
- ☐ Neutral
- ☐ Disagree
- ☐ Strongly Disagree
- ☐ Does Not Apply or Do Not Know

**2. There is a shortage of funds to provide mileage reimbursement for critical transportation needs of our residents/clients.**

- ☐ Strongly Agree
- ☐ Agree
- ☐ Neutral
- ☐ Disagree
- ☐ Strongly Disagree
- ☐ Does Not Apply or Do Not Know

**3. Constraints placed on operating funds limit our ability to meet the needs in our community.**

- ☐ Strongly Agree
- ☐ Agree
- ☐ Neutral
- ☐ Disagree
- ☐ Strongly Disagree
- ☐ Does Not Apply or Do Not Know

**4. Instability of LTAF II funds for community transit services is one of the major reasons local governments are hesitant to support transit services.**

- ☐ Strongly Agree
- ☐ Agree
- ☐ Neutral

<http://www.createsurvey.com/cgi-bin/pollfrm?s=30024&m=QoDrN6>

12/9/2005



CreateSurvey: Arizona Rides Regional Forum - Follow-up Survey Page 2 of 2

☐ Disagree  
☐ Strongly Disagree  
☐ Does Not Apply or Do Not Know

5. Government entities (towns, cities, counties) would be willing to fund coordination efforts.

☐ Strongly Agree  
☐ Agree  
☐ Neutral  
☐ Disagree  
☐ Strongly Disagree  
☐ Does Not Apply or Do Not Know

6. Additional comments on FUNDING:

Next

<http://www.createsurvey.com/cgi-bin/pollfm?s=30024&m=QqDjN6> 12/9/2005

CreateSurvey: Arizona Rides Regional Forum - Follow-up Survey

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Arizona Rides Regional Forum - Follow-up Survey

**SERVICES**

1. Human service program transportation meets the needs of participants in my community. (For example, services provided by the Area Agency on Aging, AHCCCS, or other program seem adequate.)

- ☐ Strongly Agree  
☐ Agree  
☐ Neutral  
☐ Disagree  
☐ Strongly Disagree  
☐ Does Not Apply or Do Not Know

2. Our community needs affordable regional transportation services geared to medical trips.

- ☐ Strongly Agree  
☐ Agree  
☐ Neutral  
☐ Disagree  
☐ Strongly Disagree  
☐ Does Not Apply or Do Not Know

3. Increased public transit services are needed in our area.

- ☐ Strongly Agree  
☐ Agree  
☐ Neutral  
☐ Disagree  
☐ Strongly Disagree  
☐ Does Not Apply or Do Not Know

4. Increased paratransit services are needed in our area for people with special transportation needs.

- ☐ Strongly Agree  
☐ Agree  
☐ Neutral  
☐ Disagree

<http://www.createsurvey.com/cgi-bin/pollfm?s=30024&m=QqDjN6>

12/9/2005



CreateSurvey: Arizona Rides Regional Forum - Follow-up Survey Page 2 of 3

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☐ Strongly Disagree  
☐ Does Not Apply or Do Not Know

**5. Transit services in our area are only provided within a town or limited area and the needs of people who live in rural areas are not met.**

☐ Strongly Agree  
☐ Agree  
☐ Neutral  
☐ Disagree  
☐ Strongly Disagree  
☐ Does Not Apply or Do Not Know



**6. As people in our community are aging, a significant increase in services will be needed.**

☐ Strongly Agree  
☐ Agree  
☐ Neutral  
☐ Disagree  
☐ Strongly Disagree  
☐ Does Not Apply or Do Not Know

**7. It is difficult to serve people in isolated rural areas, but there are many individuals with transportation needs or other service needs in such areas.**

☐ Strongly Agree  
☐ Agree  
☐ Neutral  
☐ Disagree  
☐ Strongly Disagree  
☐ Does Not Apply or Do Not Know

**8. Additional comments on SERVICES:**

<http://www.create-survey.com/cgi-bin/poll.htm?s=30024&m=QoDiN6> 12/9/2005

CreateSurvey: Arizona Rides Regional Forum - Follow-up Survey

Page 1 of 2

Arizona Rides Regional Forum - Follow-up Survey

**LOCAL & STATE GOVERNMENT**

**1. Our local jurisdictions provide matching funds or otherwise support to human service transportation services – such as transportation for the elderly.**

- ☐ Strongly Agree
- ☐ Agree
- ☐ Neutral
- ☐ Disagree
- ☐ Strongly Disagree
- ☐ Does Not Apply or Do Not Know

**2. Our local jurisdictions provide matching funds or otherwise support public transit services. (Support could include providing fuel or maintenance).**

- ☐ Strongly Agree
- ☐ Agree
- ☐ Neutral
- ☐ Disagree
- ☐ Strongly Disagree
- ☐ Does Not Apply or Do Not Know

**3. It is easy to work with AHCCCS or DES to assure that eligible individuals are able to obtain transportation to appointments.**

- ☐ Strongly Agree
- ☐ Agree
- ☐ Neutral
- ☐ Disagree
- ☐ Strongly Disagree
- ☐ Does Not Apply or Do Not Know

**4. It is easy to become a transportation provider through AHCCCS or DES and bill for services.**

- ☐ Strongly Agree
- ☐ Agree
- ☐ Neutral

<http://www.createsurvey.com/cgi-bin/pollfrm?s=30024&m=QqDjN6>

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☐ Disagree  
☐ Strongly Disagree  
☐ Does Not Apply or Do Not Know

5. The constraints of ADOT programs makes it difficult to tailor services to those that our community needs the most.

☐ Strongly Agree  
☐ Agree  
☐ Neutral  
☐ Disagree  
☐ Strongly Disagree  
☐ Does Not Apply or Do Not Know

6. Additional comments on LOCAL & STATE GOVERNMENT:

Next

<http://www.createurvey.com/cgi-bin/pollfm?s=30024&m=QoDiN6> 12/9/2005

CreateSurvey: Arizona Rides Regional Forum - Follow-up Survey Page 1 of 2

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**Arizona Rides Regional Forum - Follow-up Survey**

**INSURANCE**

1. The cost of insuring vehicles used for human service transportation or transit is a major problem.

☐ Strongly Agree  
☐ Agree  
☐ Neutral  
☐ Disagree  
☐ Strongly Disagree  
☐ Does Not Apply or Do Not Know



2. The amount potential volunteer drivers have to pay for personal automobile insurance that covers their volunteer trips is a barrier.

☐ Strongly Agree  
☐ Agree  
☐ Neutral  
☐ Disagree  
☐ Strongly Disagree  
☐ Does Not Apply or Do Not Know

3. We don't share vehicles or drivers because insurance policies prohibit it.

☐ Strongly Agree  
☐ Agree  
☐ Neutral  
☐ Disagree  
☐ Strongly Disagree  
☐ Does Not Apply or Do Not Know

4. Additional comments on INSURANCE:

<http://www.createsurvey.com/cgi-bin/pollfrm?s=30024&m=QoDfN6> 12/9/2005

CreateSurvey: Arizona Rides Regional Forum - Follow-up Survey Page 1 of 3

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**Arizona Rides Regional Forum - Follow-up Survey**

**INFORMATION / WORKING TOGETHER**

1. It is easy to find out who provides transportation services in our community.

☐ Strongly Agree  
☐ Agree  
☐ Neutral  
☐ Disagree  
☐ Strongly Disagree  
☐ Does Not Apply or Do Not Know

2. Human service agency staff usually know what transportation resources are available in our community.

☐ Strongly Agree  
☐ Agree  
☐ Neutral  
☐ Disagree  
☐ Strongly Disagree  
☐ Does Not Apply or Do Not Know

3. Generally, we have good working relationships between private non-profit agencies, volunteer organizations and other transportation providers in our community.

☐ Strongly Agree  
☐ Agree  
☐ Neutral  
☐ Disagree  
☐ Strongly Disagree  
☐ Does Not Apply or Do Not Know

4. Volunteers or faith-based organizations provide a significant amount of transportation in our community.

☐ Strongly Agree  
☐ Agree  
☐ Neutral  
☐ Disagree

<http://www.createsurvey.com/cgi-bin/pollfrm?s=30024&m=QqDjN6> 12/9/2005

CreateSurvey: Arizona Rides Regional Forum - Follow-up Survey Page 2 of 3

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☐ Strongly Disagree  
☐ Does Not Apply or Do Not Know

5. We know who the key players are that should be around the transportation coordination table.

☐ Strongly Agree  
☐ Agree  
☐ Neutral  
☐ Disagree  
☐ Strongly Disagree  
☐ Does Not Apply or Do Not Know



6. It would be valuable for the state to provide a coordinator to assist in coordinating transportation services for our region.

☐ Strongly Agree  
☐ Agree  
☐ Neutral  
☐ Disagree  
☐ Strongly Disagree  
☐ Does Not Apply or Do Not Know

7. Transportation coordination is a priority with local elected officials.

☐ Strongly Agree  
☐ Agree  
☐ Neutral  
☐ Disagree  
☐ Strongly Disagree  
☐ Does Not Apply or Do Not Know

8. Additional comments on INFORMATION / WORKING TOGETHER:

<http://www.createsurvey.com/cgi-bin/pollfrm?s=30024&m=QoDiN6> 12/9/2005

CreateSurvey: Arizona Rides Regional Forum - Follow-up Survey

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**Arizona Rides Regional Forum - Follow-up Survey**

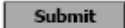
**OTHER**

1. Please rank these 6 transportation needs in order of need in your region:

	Elderly Services	Employment Services	Children's Services (child welfare)	Non-Emergency Medical Transportation	Disabled Services	Public Transit System
1 (Highest Priority)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
2	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
3	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
4	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
5	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
6 (Lowest Priority)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

**ADDITIONAL COORDINATION IDEAS**

2. Please list any additional ideas where coordination activities can take place in your region?



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<http://www.createsurvey.com/cgi-bin/pollfm?s=30024&m=QoDiN6>

12/9/2005



## ATTACHMENT D: Arizona Rides Regional Forum Presentation



## United We Ride

- **Arizona Rides:** State's response to 2004 Presidential Executive Order "United We Ride."
- UWR directs all federal agencies **funding human services transportation** to coordinate, collaborate, and examine internal processes for improved:
  - **Efficiencies** in resource use
  - **Service** to transportation-challenged persons: low income, disabled, elderly
  - **Flexibility** in meeting variety of program goals

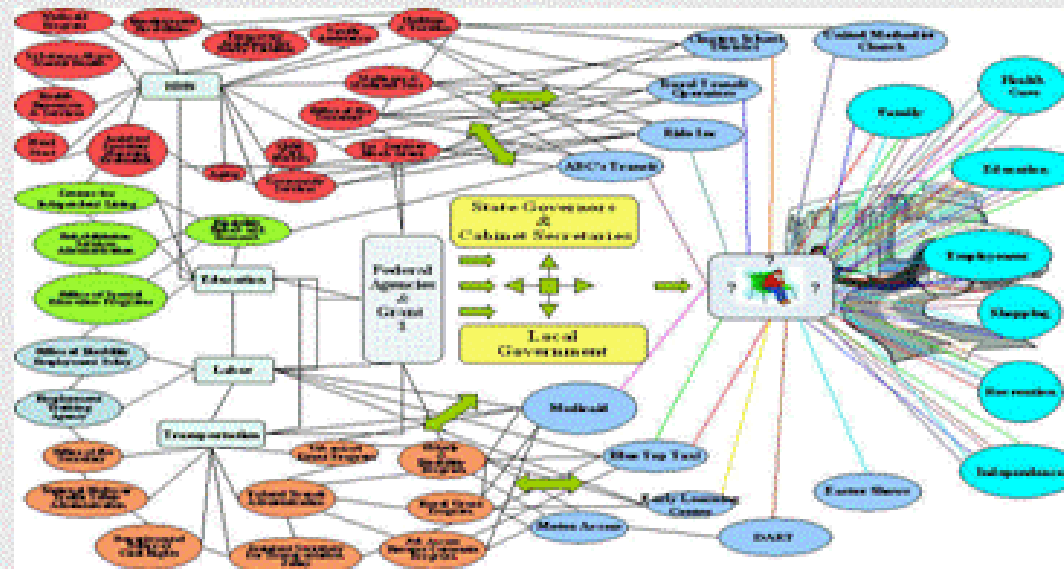
Slide 2

## United We Ride

- UWR: the result of several years' evaluation by various federal, state and regional agencies, groups.
- Federal Interagency Transportation Coordination Council on Access and Mobility (CCAM) findings:
  - **62 Federal programs** provide funding for human services transportation
  - Many federal programs are **duplicated** or cross-purposed
  - Local systems redundant and/or **not communicating**
  - **Regulations & "turf" issues** inhibiting coordination

Slide 3

## Federal Funding Streams



Slide 4

## United We Ride

- Another Coordinating Council revelation: Much **more \$ from other agencies** providing human services transportation...than all DOT transit programs **combined**.
- Traditional approach:
  - Federal and local programs **not “talking” to each other**
  - Local, independent systems providing human services transportation...**have not** adequately addressed needs.
- UWR: Collaboration, coordination seen as means to achieve **improved, more efficient** services.

Slide 5



## Arizona Rides

- Summer 2004: Following President's Executive Order, Governor's Office called for **Working Group** to develop Arizona's approach:
  - ADOT, DES, AHCCCS, COGs, MPOs and an Area Agency on Aging.
  - Start to develop State and external **partnerships**
- January 2005: USDOT-FTA grant to ADOT on behalf of Working Group:
  - Conduct coordination **assessment**
  - Develop **action plan** – December 2005

Slide 6

## Statewide Assessment & Action Plan

FEDERAL FUNDING STREAMS & REGULATORY ENVIRONMENT

DOT DHHS Education HUD Agriculture Others

STATE DISTRIBUTION STRUCTURES & FUNDING FLOW

ADOT DES DHS AHCCCS Others

Local Human Service Providers / Local Transit Providers

Coordination & Collaboration Opportunities

Slide 7



## Pinal Pilot Study

- Pinal Coordination **Pilot Study**: ADOT/FTA-funded regional effort in support of statewide AR objectives.
- Phase I timeframe same as Statewide Assessment—provide **framework for local implementation**.
- Seeks to showcase coordination, collaboration mechanism(s) for local improvements and statewide education benefit:
  - What works? What doesn't?
  - Recognize “**one size does not fit all**”

Slide 8

## MAG Region Study

- Maricopa Association of Governments to conduct own Coordination Project – supportive of Statewide effort:
  - Regional conditions assessment
  - Pilot Project
- Synchronized with Arizona Rides findings & borrow from Pinal process:
  - Agency surveys started Summer 2005
  - Consultant selection Fall 2005
  - Consultant project start-up January 2006

Slide 9

## Arizona's Executive Order

- July 6, 2005 – Governor's Executive Order forms "Arizona Rides Executive Council."
  - ADOT, DES, DHS, AHCCCS, Corrections, COGs, Commerce, and Governor's Offices of Highway Safety & Intergovernmental Affairs
  - Provides **policy direction** to Arizona Rides initiative(s)
- Multi-departmental effort to implement UWR objectives for Arizona.

Slide 10

# Arizona Rides

Slide 11

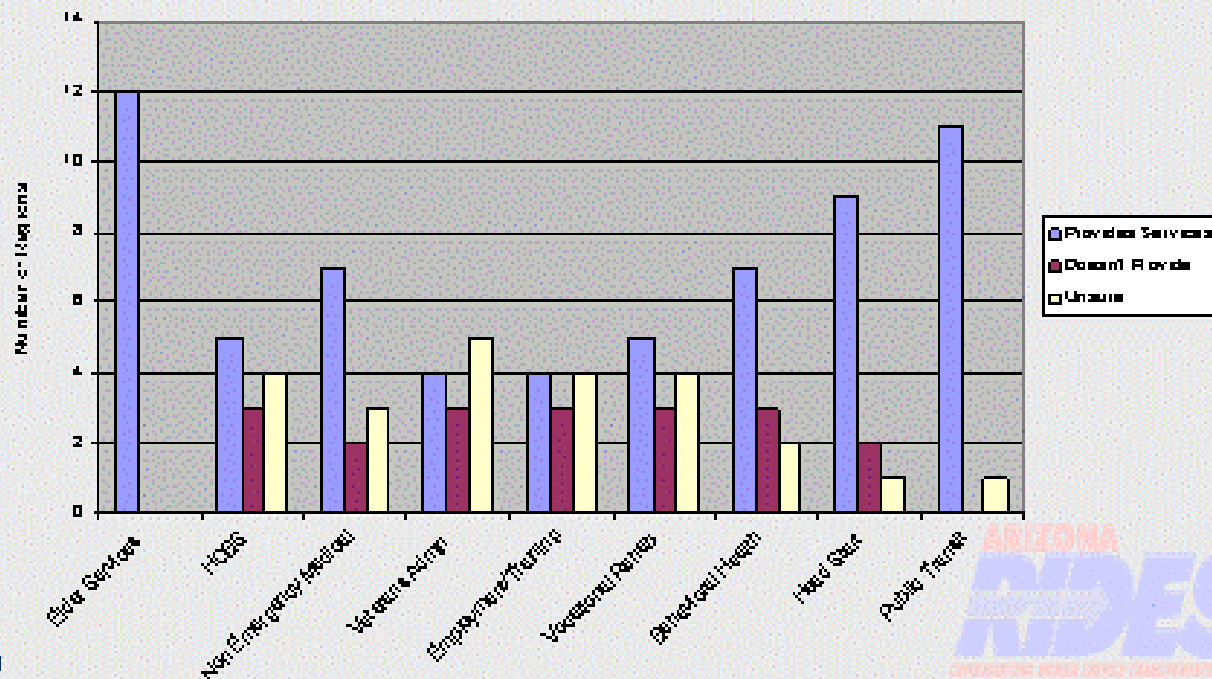
## Arizona Rides

- **Project initiated by Arizona Rides “Working Group”**
- **Survey of State Agencies**
  - “Nuts & bolts” of transportation in human service programs
- **Survey of Regions – MPOs, COGs, AAAs**
  - Regional forums to obtain local perspective

Slide 12

## Regional Survey

Transportation Services by Region



Slide 13

## Regional Survey

- **Boundaries**
  - **All respondents reported different boundaries for programs**
  - **Human service programs:**
    - Services provided throughout counties
    - Many provide / need regional transportation
  - **Public Transit services**
    - Often limited to City or Town boundaries
    - There are needs for services for people not eligible for human service programs

Slide 14

## Regional Survey

- **Role of MPOs and COGs**
  - Involved in 5310, 5311, and sometimes LTAF II
  - Some host the Area Agency on Aging
  - Some involved in Social Service Block Grants
  - Intermodal transportation planning responsibilities
    - MPOs directly responsible
    - COGs contract through ADOT
  - Inter-Tribal Council provides a forum for member governments to address intermodal transportation, TANF, WIA, Health, Education, and Early Childhood

Slide 15



## Regional Survey

- **Coordination Ideas**
  - **AAAs and public transit have initiated a variety of coordination efforts in some areas.**
  - **Ideas:**
    - **LTAF II funds could be distributed in ways to incentivize coordination and improve efficiency**
    - **Policy and admin changes needed at Federal & State level to access funding to coordinate transportation services**
    - **Insurance and gas mileage reimbursement for volunteers**

Slide 16



## Regional Survey

- **Coordination Challenges**
  - **Funding – sufficient, direct funding needed**
    - **For service provision**
    - **For coordination efforts**
    - **Federal funding has not kept up with population growth**
  - **Local match requirements discourage sharing of vehicles**
  - **Targeted funds: most program funding targeted to specific groups (i.e. OAA funds can only be used for people 60+)**
  - **Limited awareness of human service transportation programs and duplicative networks**
  - **Insurance, risk management: Major issue**
  - **Need for services that are go beyond traditional service boundaries**
  - **Gov't entities don't want to take on coordinating transportation: seen as a bottomless pit.**

## Regional Survey

- **Interest in Coordinating Human Service Transportation**
  - Varies by area: yes, no, and maybe
    - Not well established
    - Uncertainty about how to make a difference
  - Interest greatest where:
    - there is the most unmet needs
    - transportation is the most expensive

Slide 18

## Regional Survey

- **What can MPOs and COGs do?**
  - **Provide leadership**
  - **Provide advocacy to local governments**
  - **Facilitate regional or sub-regional coordinating committees**
  - **Update Regional Transportation Plans with a coordination focus**
  - **Sponsor regional public meetings w/ cost and insurance info**
  - **Provide Information and referral information to local providers;**
  - **Facilitate pooling of resources, joint training, or establishing voucher programs**

Slide 19

## Regional Survey

- **Identified Gaps in Service**
  - Service for people who do not meet eligibility requirements for programs
  - Transportation between cities or that crosses jurisdictional boundaries
  - Affordable transportation to medical appointments
  - Limited transportation options for employment – especially for regional trips and for 2<sup>nd</sup> and 3<sup>rd</sup> shift
  - Public transit services cover a very limited areas
  - Gaps exist due to lack of resources

Slide 20

## Regional Survey

- **Duplication or Additional Capacity?**
  - **With tight resources, there is a belief that duplication is limited**
  - **There is a need to expand basic services in areas where population is growing but no funding to do so.**
  - **Only one area identified that some senior and mental health programs may have capacity**

Slide 21

# Human Services Transportation Coordination

Slide 22

## Steps to Coordination

- **Federal Level:**
  - Examining regulations to make them **more supportive** of coordination
  - Funding criteria will **increase emphasis** on coordination
- **State Level:**
  - Begin examining **regulatory and contracting barriers**
  - Commitment and leadership at Executive level
- **Local Level:**
  - **Identify opportunities** to coordinate and types of coordination that makes sense at the local level
  - **Build the capacity** to coordinate at the local and regional levels
  - **Identify structure and geographic areas** for focusing coordination

Slide 23



## Anticipated Outcomes

- Arizona's efforts will focus on encouraging resource and information **sharing** between, among service providers.
- Centralized or joint-agency regional planning & management of resources, coordinated grantmaking:
  - Reduce redundancies, waste for:
    - **Cost savings** for programs and consumers
    - **Improved service** reliability for consumer
  - Local & region-based implementation.

Slide 24

## Future Funding of Services...

- Arizona Rides is in **Phase I** of anticipated multi-year effort by State & regional local partners.
- Ultimately, “coordination” will be **intrinsic to planning**, provision of services.
- Future federal and state funding likely **tied** to:
  - How effectively State, local, regional programs **collaborate** to share resources, schedule services for common benefits
  - **Coordination** of transportation services

Slide 25

## Why Coordinate?

- Coordination is a key to **increasing mobility** for older adults and others who depend on specialized transportation
- Strong transportation networks serve all members of the community, with a **broad funding base**.

Slide 26

## What is Coordination?

- A **range of actions** designed to achieve individual or multiple benefits.
- A **process** through which representatives of different agencies and client groups **work together** to achieve one or more **goals/benefits**

Slide 27

## Coordination Continuum: A Range of Strategies

- **Interagency Cooperation**
  - Referrals and sharing of information
- **Joint Purchasing**
  - Vehicles, maintenance, fuel, insurance, and driver/staff training
- **Vehicle sharing; allowing co-mingling**
- **Shared functions; purchased service**
- **Consolidation**

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## Benefits of Coordination: Increased Service Quantity

- **Increased cost efficiency**
  - Through **economies of scale**
  - By eliminating or **reducing service duplication**
- **Increased access to funding**
- **Service expansion** (spatial/temporal)
- **Additional service capacity**
- **More mobility options**

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## Benefits of Coordination: Increased Service Quality

- **Improved Driver/Staff Training**
  - Safety, Passenger Assistance
- **Improved Scheduling/Dispatching**
- **Improved Vehicle Maintenance**
  - Safety, Service Reliability
- **Improved Service Monitoring**
- **Improved Customer Service**

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## Benefits of Coordination: Improved Utilization of Staff

- For Human Service Agencies
  - **Re-direct** staff to main mission
  - **Get out** of transportation business
- For Lead Agencies
  - **More productive** staff

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## Benefits of Coordination: Reduced Capital Expenses

- Reduced need for vehicles
- Reduced needs for call center equipment, furniture, and computer hardware and software

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## Challenges to Coordination: Short Term

- Deficiencies in Existing Services and/or Prospective Lead Agency
- Seed Funding
- Turfism
- Service Quality
- Service Liability/Insurance

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## Challenges to Coordination: Long Term

- **Sustainability**
  - **Champions** – state and local
  - Need for adequate **planning**
  - Sufficient **funding/savings** to support on-going efforts
- **Building Trust**
  - **Inclusive** Efforts
  - Ongoing **Communication**
  - **Relationships** take time to cultivate
  - Maximize opportunities to **educate**

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## 2005 National Study on Coordination

- 34 states have **coordination statutes**
- 21 related to **Human Service Agency (HSA)** transportation
- 6 states have **executive orders** that mandate coordination
- Many State-level **inter-agency councils**
- State mandates do not necessarily guarantee coordination success
- States that **foster coordination** do have more long-lasting success
- Must have **buy-in** at state + local level

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## Keys to Successful Coordination

- A State level **regulatory** environment **supportive** of coordination
- A **local forum** that **enables** coordination to happen
- **Champion**
- Relationships founded on **trust**
- **Perseverance**
- Initial **financial support**

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## Arizona Challenges

- **State funding** for transit operations limited to cities and towns; **not a stable fund source**.
- Human Services programs **bundle** transportation with other services; contractors are responsible for delivering services
- **Needs** for public transit and HSA transportation **vary** substantially in different parts of the state
- **Limited (but growing) knowledge** about coordination

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## Transportation Infrastructure & Coordination in Arizona

- **Public transit agencies**
  - Usually **city-based**
  - Some rural transit agencies use **Title III \$** for local matching funds
  - HSAs or contractors purchase **fare tickets** for service
- **Senior transportation programs**
  - Senior centers often provide transportation for **seniors trips and meal delivery**

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## Transportation Infrastructure & Coordination in Arizona

- **Medicaid**
  - Health service **contractors each responsible** for determining how to provide transportation.
- **Other Regional-Based Programs**
  - Vocational Rehabilitation
  - Workforce Investment Act
  - Developmental Disability services: private contractors
  - TANF

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## What are the Building Blocks for Statewide Coordination?

- AZ Rides Council
- County/regional-based administration of human service transportation programs
  - Regional boundaries based on county boundaries
  - Counties are a logical foundation
- What are strong points in your region?

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## This is a Process

- Solidify support at the state and county levels through
  - Education
  - Outreach
  - Advocacy
- Coordination happens in local communities:
  - Define regions
  - Determine appropriate structure and actions for each region
- Sustainability relies on champions at the state and local levels

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## How Does It Work?

- Varies based on level of coordination selected
- Local coordinating councils:
  - o Decide the **structure**
  - o Have **MOU's** with participating agencies
  - o **Direct** (in-house) operation; contracted operations; brokerage or call center; taxi subsidy; volunteer drivers; all of the above
  - o Sponsors **purchase** service from providers
- What are the logical areas within this region where local coordinating councils might be established?

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## Other Discussion Questions

- What are unmet transportation needs?
- How could coordination help you?
- Who should be around the table?
  - Towns / cities
  - School Districts
  - Human Service Agencies
  - Veterans
  - Public Transit Providers
  - Employers
  - Counties
  - Head Start
  - Volunteer Driver groups
  - MPO / COGs
  - Private transportation providers
  - School systems

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## More Questions

- What types of coordination do you think are viable in your region?
  - o Continuum of strategies
- What support and assistance do you need to get started?
  - o Information
  - o Technical Assistance
  - o Leadership
- What do you see as the first steps in your community?

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